

PART I

Chapter 1. Introductory and Concluding Reflections

INTRODUCTION

1. We were appointed by Royal Warrant dated 5th January 1959 under the provisions of the Local Government Act 1958, and charged with the duty of reviewing the organisation of local government in Wales, and of making such proposals as are authorised in the Act for effecting changes appearing to us to be desirable in the interests of effective and convenient local government. Our initial appointments were for a period of two years; this period was extended for a further two years by a Royal Warrant dated 5th January 1961.

2. We were appointed as a separate Commission for Wales, which for the purpose, of our task is deemed to include Monmouthshire⁽¹⁾. We have worked quite independently of the Local Government Commission for England. Our early investigation procedures followed similar lines to those followed by the English Commission and where desirable we took part with the English Commission in joint discussions with the main Local Authority Associations, but at no time have there been any consultations between the two Commissions about their respective conclusions.

3. Under the terms of the Act at least one Commissioner had to be Welsh-speaking. In fact two of our number are Welsh-speaking, and at all but one of our meetings with authorities one or both of these members were present.

4. The procedure to be followed by the Commission was laid down in the Local Government Act 1958. No directions were issued to us under section 21(2)(a) of the Act which provided that the Minister might direct the Commission to hold separate reviews for such areas as might be specified in the direction; but for the convenience of our investigations we ourselves divided Wales into three review areas constituted as follows:—

- (i) the administrative counties of Glamorgan and Monmouth with the county boroughs of Cardiff, Merthyr Tydfil, Newport and Swansea,
- (ii) the administrative counties of Brecon, Cardigan, Carmarthen, Pembroke and Radnor,
- (iii) the administrative counties of Anglesey, Caernarvon, Denbigh, Flint, Merioneth and Montgomery.

For the first two of these areas we issued, on 3rd March, 1959, our formal notice of intention to begin our reviews on 5th May, 1959; we commenced our review of the third area on 28th March, 1960.

5. We adopted a uniform procedure for all three areas. In the first place we submitted to all county councils and county borough councils a series of

¹ Throughout this Report, where we refer to Wales this is to be understood to include Monmouthshire.

questions about their areas and sought from local authorities generally their observations on the organisation of local government in the areas under review. At the same time we sought the views of a large number of organisations, both local and national (Appendix III), and by advertisement we invited observations from the general public. All the county councils and county borough councils and many of the district councils replied to our questions, but there was comparatively little response from other organisations.

6. When the written material had been examined, separate meetings were held with representatives of each county and county borough council and of every district council that expressed a wish to see us. In all, seventy-six such meetings were held.

7. These meetings were informal and were held in Cardiff. Later we paid visits to each of the county and county borough councils, Rhondda Borough Council and Wrexham Borough Council. The visits were usually made over two days by two or three Commissioners. The major services of each authority were discussed with the responsible representatives and/or officers. Areas with known boundary problems, such as the detached parts of Flintshire, were also visited and in some cases their problems discussed with the local authorities concerned.

8. When we defined the three review areas we had hoped to make Draft Proposals for each of these areas separately as we completed our initial review of each such area, but as our investigations proceeded it became obvious that the review areas were so interrelated that it was desirable to treat Wales as a whole and that simultaneous publication of comprehensive proposals was the only logical method to adopt. Accordingly, our Draft Proposals, which were published on 24th May, 1961, covered the whole of Wales. They were published in both Welsh and English.

9. Subsequent to the publication of our Draft Proposals, we received, in response to our invitation, written representations from all the county councils and county borough councils in Wales as well as from a large number of other local authorities and other organisations. We then, in accordance with section 21(4) of the Act, held public conferences, nine in all, at which representatives of all county councils, county borough councils and a large number of other local authorities, other bodies and even individuals made their views known to us by oral representations. In all, at these conferences there spoke representatives of 13 county councils, 4 county borough councils, 126 other local authorities and over 100 other bodies as well as some individuals. Some of these representatives spoke at more than one conference. In addition we received representations, either written or in some cases at informal meetings, from other bodies or persons some of whom did not speak at the public conferences.

10. During the course of our inquiry we have also sought, where we thought it necessary for the proper discharge of our task, factual information from Government Departments¹). But in view of the misconceptions that have arisen and indeed the misrepresentations which have been made about this aspect of our

¹ Such information was sought from and given by the Ministry of Agriculture, Fisheries and Food (Welsh Department), the Ordnance Survey, the Board of Trade (Welsh Office), the Ministry of Education (Welsh Department), the Home Office, the Ministry of Housing and Local Government (Welsh Office), the Ministry of Transport (Transport Commissioner for Wales and Monmouthshire) and the Welsh Board of Health.

work, we desire to make it clear that we have at no time received any proposals from any of the Government Departments. They have indeed exercised an extreme—some might say an excessive—scrupulousness in refraining from criticising local authorities and from putting forward representations or proposals directed toward changes in the present system.

11. In addition to the consultations described above we have met on fifty-four days for formal meetings of the Commission and we now present our Final Report on, and recommendations for, the reorganisation, within the limits set for us by the Act, of local government boundaries in Wales. Before we proceed to do this there are certain reflections which we venture to submit resulting from our investigations which have extended now over nearly four years. We do so in a desire to be helpful in connection with the setting up of future inquiries similar to that on which we have been engaged. For clearly our inquiry does not represent the last word on this subject. Local government is subject to constant change and development and we are bound to assume that continuing attention will be paid to the desirability of further reorganisation. Accordingly whatever happens to our own recommendations, our time and public money will not have been wasted if our experience is of assistance in determining the scope and procedure of future investigations.

SCOPE OF OUR TASK

12. It is as well that from the outset all parties should be fully aware of the scope of the task assigned to us. The objective we had to keep in mind was exciting enough, namely, effective and convenient local government; but, for the purpose of achieving that objective, we were limited to making proposals for changing the boundaries of administrative counties and county boroughs. We have been reproached, implicitly from some quarters, explicitly from others—although with one exception not by the county councils, who have wanted nothing so much as to retain the *status quo*—for not approaching our problem from a broader point of view, for not being bolder or more radical in our proposals. These criticisms have given special point to the view we ourselves have come to form as our task proceeded, namely that an investigation of local government which is to be fully effective must go beyond a consideration of its boundaries to that of its structure, its functions and its finance. Unlike the Royal Commission on London Government and unlike, in certain cases, the English Commission, we have been denied the possibility of making proposals regarding the redistribution of local government functions. We regret this. Boundaries cannot reasonably be divorced from functions or from finance. We have tried faithfully to carry out the task assigned to us. We venture to believe that within the limits imposed upon us our recommendations are deserving of serious consideration. But we cannot help wondering whether, had we been allowed to consider at least the redistribution of functions, we might not have done a better job.

13. There is a further aspect of this matter, more narrow perhaps but not less important than that which we have just mentioned. We were told more than once that we were established as a separate Commission for Wales because the local government problems of Wales were significantly different from those of England, and that our approach should not slavishly follow that of England. We think it will be recognised that we have not followed automatically the approach of the English Commission. But in point of fact we do not believe that the establishment of a separate Commission for Wales is in any way to be

regarded as an acceptance by Parliament that the problems of local government in Wales were in essentials different from those of England, still less that for various reasons the standards of local government in Wales must be inferior to those in England. We would rather attribute our existence as a separate Commission to a recognition by Parliament of Welsh national feeling, our feeling, that is, of separateness and that we should be dealt with separately. Indeed in those sections of the Local Government Act 1958 which relate to the reviews of local government, no distinction is made, with one exception, in the procedure to be followed by the two Commissions. That exception is, however, an important one. Whereas five areas in England were defined as special review areas and the Minister was also empowered to add further areas in England if the Commission for England made representations to that effect, no areas were defined as special review areas in Wales and nothing in the Act empowered the Minister to recognise any such areas. Thus we were precluded from considering or putting forward any of the special proposals which were admissible only in regard to special review areas: proposals, that is, relating to county districts and the redistribution of functions as between county councils and the councils of county districts.

14. It is true that there are in Wales no conurbations comparable with those areas in England defined in the Act as special review areas. But had we, like the English Commission, been so empowered under the terms of the Act, we might have sought to have part or all of Wales defined as a special review area in order to consider more closely the functions of counties, county boroughs and county districts. A useful exercise, too, in those circumstances would have been a study for comparative purposes of the local government structure in Scotland. That we were not permitted to consider the redistribution of functions was, we believe, for reasons which we have already stated, a serious mistake and was, in fact, a disservice to Wales. We can only express the great regret anticipated by the then Minister (Rt. Hon. Henry Brooke) when on the 11th March, 1958 he reluctantly accepted the amendment which was put forward by Welsh members of Parliament in Standing Committee D of the House of Commons¹ and which had the effect of giving less favourable treatment to Wales as compared with England.

15. We have said above that we cannot assume that our appointment as a Welsh Commission implied an official view that the needs and problems of local government in Wales differed fundamentally from those in England. On the other hand our appointment did appear to us to signify that it was our concern to appraise as accurately as possible—and the more clearly because of our Welsh connections—the conditions which prevail in Wales, and which have a bearing on the problems of local government in the Principality.

16. There are some conditions which are either peculiar to Wales or more prominent there than elsewhere. The most obvious are those that spring from its mountainous character. About sixty per cent of its total acreage is above five hundred feet and the higher masses of over two thousand feet extend from Snowdonia in the north through the highlands of Central Wales to the Brecon Beacons and the Black Mountains in the south. The highlands are intersected by river valleys, some of which open out into broad estuaries, while the whole mass

¹ *Official Report* Col. 732.

is surrounded by lowland areas along the coasts and on the English border. A sparse distribution of inhabitants and a relative difficulty of communications are features that to a great extent characterise much of the extensive highland area, which has been called the heartland of Wales⁽¹⁾.

17. The conditions which we have described reinforce our view that in Wales, at least as much as in England, consideration of boundaries would have greater value if it were combined with consideration of functions and their distribution. Indeed, when next the local government of Wales comes to be reviewed, the inquiry should in our opinion be directed not only to boundaries but to functions, to the financial system of rates and grants, and to the constituent units, their status and their relation to one another. We are aware that so comprehensive a review may well entail a radical remodelling of the structure of local government in Wales and that time—perhaps much time—is required for consideration before deciding to embark on such a review. Meanwhile it is, we believe, urgently necessary that action should be taken on our present recommendations, which will go some way to remedy existing weaknesses and which could provide the foundations for more far-reaching reforms in the future.

18. In suggesting that, in future reviews of local government in Wales, consideration of the finance of local authorities should be joined with consideration of boundaries and functions we have not overlooked the fact that there are, at present, arrangements for the periodic review of Government grants. There is statutory provision for a quinquennial review of the working of the rate deficiency grant system⁽²⁾, while the aggregate amount and distribution of general grants are reconsidered at even shorter intervals. This, in our view, does not meet the situation. Where consideration of one of these three vital elements—boundaries, functions and finance—is undertaken in isolation from the other two, this consideration is bound to suffer by the inability to make corresponding proposals in regard to those others. We ourselves, in framing our revised proposals, have not been uninfluenced by a reluctance to see some of our proposed new county units handicapped by loss of grant under the grant system as it now exists. In general it must be said that when examination is confined to one element only, proposals for reform are unlikely to be as complete as if all elements could be taken into consideration at the same time.

PROCEDURE

19. Our description of the procedure laid down in the Act and the steps we have taken to ascertain the views of all interested parties should, we believe, serve to dispose of the allegations, so freely made in certain quarters, that some of such parties, the county councils for example, have not had and will not have adequate opportunities of making their position known or of examining the reasons for our Draft Proposals or final recommendations. The procedure laid down in the Act is the result of discussions between the Government and the Local Authority Associations and must, we presume, be regarded as having obtained the agreement of the latter. We have in fact gone beyond the requirements of the Act. We have encouraged any person or body who felt that he or they had something to contribute to submit their views to us. We have refused no one who wished to be heard by us or to make submissions to us. It is true that certain local

¹ See, for example, *Wales* (ed. E. G. Bowen), Chapter XI.

² Local Government Act 1948, section 14.

authorities resented the fact that we received submissions from independent sources. But we should not have thought it right to refuse to listen to the views of anyone, whatever those views might be.

20. As a matter of fact our doubt now is whether the procedure laid down in the Act is not unnecessarily complicated and cumbersome. With the presentation of this Report we, as a Commission, will have completed the task assigned to us. But there remain further steps which still have to be taken. Thus there will be public inquiries to hear any objections there may be to our recommendations. These will be followed by consideration by the Minister, the tabling of Orders and, presumably, Parliamentary debates in both Houses of Parliament before the Orders can become law. We do not know if so elaborate a procedure has ever before been conceived, to safeguard the public interest before reforms can be tabled and passed into law. Whether this procedure serves any more useful purpose than the much simpler and more expeditious procedure adopted in the case of London local government—a problem no less intricate and no less important than that with which we have been concerned—is doubtless a matter to which Government will give attention in the light of the results achieved by our inquiry and those achieved by the work of the English Commission.

RELATIONS WITH LOCAL AUTHORITIES

21. Our relations with the local authorities have in general been happy. In providing us with information and in giving us access to their officers and records all authorities have co-operated with us to the fullest possible extent. Our meetings with them have for the most part been extremely cordial and friendly.

22. We feel bound, however, to express our keen disappointment at the completely negative attitude of the great majority of the authorities to any suggestion of change. This with one or two notable exceptions was most marked in the case of the county councils. Naturally the county borough councils were enthusiastic in favour of changes, proposed by themselves, in the direction of extending their domains. From one point of view it would have been naïve of us to expect from the county councils any co-operation in, or any constructive criticism towards, the formulation of proposals which would involve loss of territory, diminution of powers, or even their disappearance as independent authorities. On the other hand, informed opinion outside local government circles has for long accepted that radical reform of local government is necessary and Parliament has implicitly agreed that there is a strong case for the reform of local government boundaries. Moreover, the Local Authority Associations, as we have stated above, agreed with the procedure which Parliament established and with the implications of that procedure—implications which include the possible division or amalgamation of counties. When the county councils in the early stages of our inquiry declared with surprising unanimity that no change was necessary or desirable except in regard to certain minor boundary adjustments, we were constrained to wonder whether there might have been a 'gentlemen's agreement' among the counties or among groups of counties that none of them would either propose or support radical changes—presumably on the principle that 'Dog don't eat dog'. Nevertheless we were not too disappointed at the result of our first approach. We could not, however, avoid a feeling of frustration when, as the inquiry advanced from stage to stage, we found the county councils maintaining their attitude of resistance to all change, and offering no alternative

proposals with the single exception of Breconshire, who offered, if larger units were regarded as inevitable, to amalgamate with Radnorshire and to take over the northern industrial fringes of Monmouthshire and Glamorgan. The counties' attitude, even though in our view unreasonable, may in some quarters be regarded as not unnatural. We ourselves particularly appreciate the frankness of one county councillor who, pointing out that amalgamation as suggested by us in our Draft Proposals would result in a reduction by fifty per cent of county council representation from his county, wondered what the displaced councillors would do. Even so, and despite our experience in this inquiry, we trust, as we present our final recommendations, that we may not be thought to be merely incorrigible optimists if we continue to hope that at any rate some proportion of the local authorities will now desist from their attitude of inflexible opposition.

ENGLAND AND WALES

23. As a result of section 43 of the Act, we are not entitled to make proposals which would have the effect of altering the boundary between an area in England and an area in Wales.

24. We regard this provision as unfortunate. There are many anomalies along the border between England and Wales which need correcting and the present exercise provided an excellent opportunity of dealing with them. It seems to us a pity that the Commissions for England and Wales were not empowered to meet and discuss these anomalies with a view to making joint recommendations for rectifying them.

25. It is true that there is power, under the Local Government Act 1933, for boundary adjustments to be made with the agreement of the county councils on both sides of the border, but the initiative rests with the county councils. Our experience leads us to believe that such initiative is unlikely to be exercised and that no move is likely to be made by the county councils even where circumstances cry out for the anomalies to be remedied.

WISHES OF THE INHABITANTS

26. Among the factors which, under the Local Government Commission Regulations 1958, we are required to take into account is that of the wishes of the inhabitants. This factor differs in kind from the other matters which we have to consider, as being largely subjective in character; it does not fit naturally into the discussion of our problem as it is developed in the following chapters. We have, therefore, thought it desirable to reserve it for special mention.

27. The importance of this factor is not in question. It does, however, present us with peculiar difficulties in seeking to decide how much relative weight should be attached to it, having regard both to the complexity of the issues involved and to the means by which the expression of these wishes is obtained.

28. Some of our boundary proposals concern such a limited area that it was not difficult for the inhabitants, themselves limited in number, to envisage the issues involved and to present a powerful case. In such instances we were able to attach great, even decisive, importance to their wishes. This is true, for example, of two of the boundary changes which in our Draft Proposals we suggested in the Swansea area.

29. In most cases, however, the issues are more complex, and it is difficult to attach great weight to wishes which have obviously been elicited without a full and impartial presentation of all the issues involved. There can have been no full presentation. We ourselves have only now been able to present a detailed case for our proposals, as put forward in this Report. That any presentation aimed at securing an expression of the wishes of the inhabitants can have been really impartial we find it impossible to accept. The initiators of these popular inquiries, whether a county council, a county borough council, or a district council, see themselves as the first and principal victims of any impending radical reform, and however much care may have been taken in organising a canvass of the ratepayers, an element of bias cannot fail to be imparted into the situation. Where no such care is taken and the inhabitant is apprised of all the adverse results that, it is alleged, will follow a particular plan—higher rates, less representation, greater remoteness from one's representative and less attention to one's personal problems—he is unlikely to be favourably inclined to the plan.

30. Finally, there is the natural conservatism of the inhabitants, when they are confronted with any proposals for change, especially if their tenor has not been made fully clear. It is a tendency which to a greater or less extent we all share, making us 'rather bear those ills we have than fly to others that we know not of'. It played no small part, we are convinced, in the unfavourable reception given to our Draft Proposals. In framing our revised proposals we have taken fully into account the wishes of the inhabitants, always bearing in mind that they are only one of the many factors to be considered, and that it may well be outweighed by others. The wishes of the inhabitants are, we repeat, important. The paramount consideration is their well-being.

FORM OF OUR REPORT

31. We present the remainder of our Report in two parts. In Part II we deal with the problems of the counties and the boundaries between counties. In Part III we discuss the boundaries of county boroughs, proposals for extension of the county borough areas, proposals for promotion to county borough status and, in one case, the question of the preservation of such status. We have been able to deal with the county boundaries comprehensively, for in broad principle these boundaries constitute a single problem. Each of the county boroughs or proposed county boroughs, on the other hand, demanded separate treatment. Throughout, however, we have adopted a similar pattern of presentation.

32. We commence by setting out in some detail the essential information which we gathered in our first investigations leading up to our preliminary conclusions and our Draft Proposals. We proceed to set out the reactions of all those who made representations, whether written or oral, on our Draft Proposals, to examine those representations and to show how, through reconsideration and review, we have been led to our final recommendations which we present in this Report. We have adopted this method of presentation in the hope that, by describing in some detail the development of our thinking on this difficult, controversial and emotionally disturbing problem, we could assist those who will have to consider our plan to arrive at a fair judgement of our recommendations.

33. We do not put forward our recommendations lightly. We appreciate that they will be unwelcome in many local government quarters. Councillors and chief officers may be tempted to regard them as a reflection upon their own services and, in the case of the former, as threatening their opportunities of continuing the public service which they have rendered so freely and so devotedly. Nothing of this is intended. If we are critical it is of the organisation and not of individuals. Local government is charged with immense tasks; it may be expected that it will be called on to render even greater services to the community. We do not believe that the machine, as at present constructed, will prove equal to that task. We are satisfied, as the authors of the 1958 Act and those who acquiesced in its terms must have been, that the machine in Wales needs radical overhaul. It may be that, in areas of extreme sparsity of population and of low resources, the standards of service can never be as good as in areas of high density of population and of abundant resources. But the services can be improved and it is to that end that we have made our recommendations. Great and increasing benefits are brought to the individual today through the medium of local government. These benefits are intended to be enjoyed by all persons wherever they live. It would be wrong for the individual to be deprived of them through the failure or weakness of the machine in his own area. We firmly believe that our recommendations, if accepted, would strengthen the machine and so permit the needs of the people to be more fully satisfied.

34. In submitting this Report we desire to place on record the very considerable debt of gratitude which we owe to Mr. Idris Davey of the Ministry of Housing and Local Government, the Secretary to the Commission throughout the whole period of our inquiry; to our Assistant Secretaries, first Mr. Colin M. Simpson and then, on his appointment as Clerk to the Urban District Council of Windermere, Mr. H. I. Sparkes, also of the Ministry of Housing and Local Government; to Mr. W. Bradley, Estate Officer of the Ministry of Housing and Local Government, who has given us much valuable assistance in connection with the preparation of the maps; and to all members of our Secretariat. We have made great demands upon their time, their energies and their patience. All our demands have been met with unfailing cheerfulness. Inevitably, the greatest burden has fallen upon Mr. Davey. We have called heavily upon his great knowledge and experience. We have not been disappointed. He has served us and our inquiry unsparingly and loyally. In all aspects of the work and at all times he has been staunchly supported by Mr. Sparkes. We have been fortunate to have had such assistance and in expressing our gratitude to them and to their colleagues we would wish to thank the Minister also for placing their services at our disposal.

PART II. THE COUNTIES

Chapter 2. Introduction

35. Although the county councils date only from 1888 the administrative areas on which they were based had much earlier origins and, without embarking on an historical account, our task will gain some historical perspective if we refer very briefly to two events which to some extent influenced these origins, the Edwardian conquest in 1282 and the Act of Union of 1536.

36. By the Statute of Rhuddlan (1284) following the defeat of Llywelyn, that part of his principality of North Wales which lay west of the river Conway (Gwynedd Uwch Conwy) was formed into three shires, namely Anglesey, Caernarvonshire and Merioneth⁽¹⁾. The cantref of Tegeingl (Englefield) in the north-east, together with Hope and Maelor Saesneg, became the county of Flint. To the older honours or counties of Cardigan and Carmarthen, adjacent to the royal castles, were added the commotes which the king had lately acquired, and so were formed the West Wales shires of Cardigan and Carmarthen. All these were Crown lands, the private domains of the English king. The marcher lordships, however, which the Normans had wrested from the Welsh in the course of the previous two centuries were left as separate and virtually independent units, and their numerous lords were able to retain their authority and their own courts and officials until a Tudor king felt strong enough to assert his superior authority 250 years later. By the Act of Union (1536) the marcher lordships were grouped to form the new shires of Denbighshire, Montgomeryshire, Radnorshire, Breconshire and Monmouthshire, the boundaries of each shire being determined by the boundaries of those lordships which were joined to form it. There were, besides the marcher lordships, the county palatine of Pembroke and the lordship of Glamorgan, whose earls or counts enjoyed royal privileges and exercised the sovereign rights of the king. These two were, with some substantial additions, formed into the counties or shires of Pembroke and Glamorgan⁽²⁾.

37. There were certain minor amendments of boundaries in 1541 and 1542, and the limits of the shires as determined during the reign of Henry VIII are for all practical purposes the county boundaries of today. This stability of the boundaries might at first sight appear to show that the pattern laid down in the Act of Union was based on sound principles and that the new shires were thus enabled to stand the test of time without any necessity for amendments. However, some of these boundaries were determined as a result of considerations which had little to do with geography, still less have they any relevance to the conditions of

¹ It should be noted that Edward I (no doubt, reluctantly) distributed the part east of the Conway (Gwynedd Is Conwy or Perfeddwlad) among the barons whose help had to be rewarded.

² See A. H. Williams, *An Introduction to the History of Wales*, Vol. II, Chapter IV, 'The Edwardian Settlement'.

today. For example, we refer elsewhere (paragraph 603) to the dissimilar elements which make up Denbighshire, and note might also be made of the fact that Mawddwy was added to Merioneth despite the physical barrier of the heights of Aran Fawddwy rather than to Montgomeryshire with most of Powys: one explanation for the course adopted in relation to Mawddwy is that lawlessness was rife in the area and it was thought advisable to attach it to an existing shire with a settled administration⁽¹⁾.

38. The period between the setting up of the shires by the Act of Union and the creation of the county councils in 1888 can be dealt with very briefly. The instruments of government in the counties were the justices of the peace in Quarter Sessions, and upon the justices were laid a variety of important duties, particularly in connection with roads and bridges and the police. The justices were, however, not elected and, particularly after the passing of the Reform Bill in 1832, there was a demand for the setting up of democratically-elected assemblies to take over the administrative functions of Quarter Sessions.

39. The Local Government Act of 1888 created the county councils. At first the functions entrusted to the new bodies were broadly speaking the administrative duties of the justices in Quarter Sessions, but within a short time they began to acquire new powers under various statutes.

40. The territories to be administered by the county councils were, with a few exceptions which do not concern Wales, those of the traditional counties. In 1887, after the Government had decided on the introduction of the 1888 Bill, a Boundaries Commission had been set up to consider what adjustments of boundaries were desirable. Unfortunately, the Report of the Commission was not available until after the Act had been passed; but it is of interest that the Commission recommended the amalgamation of the counties of Denbigh and Flint and also of Brecon and Radnor, as well as many other changes designed to correct boundary anomalies. In the absence of the Commission's Report, the counties as they then were became the new administrative counties; the Commissioners in their Report drew attention to the anomalies, but they were left unremedied.

41. We note, then, that no attempt was made in 1888 to set up ideal administrative units of broadly uniform size, and the wide disparities in population and resources which then existed are still present and have indeed been accentuated.

42. It is not necessary to give here a chronicle of the events which led up to the Local Government Act 1958 and to the setting up of the two Local Government Commissions, but it may be appropriate to quote from the speech with which the then Minister of Housing and Local Government (Rt. Hon. Henry Brooke) opened the debate on the Local Government Bill. Mr. Brook said⁽²⁾: 'The basic local government structure as we have it in England and Wales today was established seventy or eighty years ago. There is widespread agreement within and without the local government world that the time is ripe for a bold and comprehensive overhaul . . . No fanatical reform but thorough overhaul is what we want, and the overhaul should have three main aims: stronger and more convenient local government units; a more rational sharing of local government functions; and a greater responsibility for what is to be spent or saved'.

¹ David Williams: *A History of Modern Wales* (1950). Page 36.

² *Official Report* 29th July, 1957 (Cols. 910, 911).

43. It is important to keep in mind a fact to which we have already drawn attention in Chapter 1, namely, that we are not authorised to make recommendations about the redistribution of functions as between the various classes of authority—a course which some Welsh organisations seemed to think we should have taken. On the other hand we are concerned with local authorities in relation to the functions they perform, for the role of the local authorities is to provide services. We have therefore taken it to be a most important part of our task to look closely at the functions of the county and county borough councils, to note the history of the development of those functions, to examine how they are at present exercised and to form some view as to how they might best be discharged in the future. We stress once more, however, that, in view of our terms of reference, our views concerning the right size and characteristics of the unit which should perform a particular function can only be translated into practical recommendations within the framework of the existing system of one-tier government in the county boroughs and three-tier government in the counties: if we think that the need for a different size of unit is proved, we can do no more than recommend that the boundaries of the authorities concerned should be altered.

Chapter 3. Functions of County Councils

44. When county councils were first created their functions were very limited. They were entrusted with the responsibility for roads and bridges. In addition they appointed from among their own members one half of the membership of the Standing Joint Committee, the body responsible for the administration of the county police force. Their powers were increased with the passage of time, partly by the transfer to them of functions formerly exercised by *ad hoc* bodies and partly by the selection of the county councils as the responsible authorities when new functions were created. Thus the Welsh Intermediate and Technical Education Act of 1889 empowered the newly created county councils and county borough councils in Wales to levy a halfpenny rate towards the provision of secondary education, and by this means many Intermediate or County Schools had been built by the time of the Education Act of 1902.

45. The tendency from 1888 onwards, then, was to move away from the idea of the *ad hoc* authority and instead to make the county councils and the county borough councils instruments for the exercise of major local functions, and this trend was evident in fields where the services in question were entirely new as well as in those where responsibility had hitherto been in the hands of bodies of some historical note. A parallel movement was the gradual transfer of powers away from the district councils and the parishes and the placing of responsibility in the hands of the county units. These policies culminated in the abolition in 1929 of the Boards of Guardians and the transfer of their functions to the county councils and the county borough councils. The Education Act of 1944 considerably extended the responsibilities of the county councils in education, and the National Health Service Act of 1946 radically changed the nature of local authority health duties. The Town and Country Planning Act of 1947 made the county councils (and not the district councils as formerly) responsible for

planning and for the first time a complete system of planning control was provided. The National Assistance Act of 1948 finally swept away the concept of the Poor Law and provided the basis of the welfare service. To this list of examples, which is by no means comprehensive, we might add the Fire Services Act of 1947 and the Children Act of 1948.

46. Once the county councils had been created, it was natural to entrust to them the exercise of many of these new and wider ranging duties rather than to select or create bodies with more suitable areas of operation in relation to the duties to be performed. But although this development was natural, the county councils were not in all cases the ideal authorities for the purpose. The additional duties thus laid on the county councils have led to increased complexity of administration and to the need for the services of a wide range of persons possessing specialist training of the most various kinds. In approaching our task we have, therefore, thought it necessary to consider how far the present pattern of county government in Wales meets present-day requirements and what improvements are necessary to enable it to meet the challenge of the future.

47. The main functions now exercised by county councils are education, the personal health services, the care of children, welfare of the old and handicapped, the fire service, highways, smallholdings, town and country planning, civil defence and the responsibilities imposed by representation on the police authorities. This list is of course far from exhaustive. The services which most directly affect the individual are education, health and welfare services and the care of children, and because of their importance we proceed to deal with them, in turn, in some detail. Brief reference will also be made to some of the other services.

EDUCATION

48. The Education Act of 1944 brought about what many people regarded as an overdue rationalisation of the local system for the administration of education. It had long been recognised that the development of education functions had outmoded the position of the minor local education authority and the Act abolished what had been called the Part III education authorities, thus confining the title 'local education authority' to county and county borough councils.

49. The county councils, varying widely in size, found their educational powers and duties dramatically extended under this Act. Secondary education had to be provided for every child; the age for compulsory attendance at school was raised to fifteen and was ultimately to be raised to sixteen; what was defined as 'special educational treatment' had to be provided, if necessary in special schools, for a wide range of handicapped pupils; a school meals service, available to all pupils, was confirmed as a permanent feature of school life; and there had to be a free and universal school health service. In addition each local education authority had to provide 'adequate facilities for further education' and further education was defined in wide terms as 'full-time and part-time education for persons over compulsory school age' as well as 'leisure-time occupation . . . for any persons over compulsory school age'. In other words, it was made a duty of the local education authority to provide technical and adult education and to establish a youth service. County colleges for young people over compulsory school age who were under eighteen years were also to be a mandatory feature of this system of part-time education. When the

opportunity came in 1948 all Welsh local education authorities, save one, also added to this load of new statutory duties by opting to administer directly the youth employment and vocational guidance service.

50. Such statutory changes were not, however, the only cause of the increased powers and duties of local education authorities. The post-war local education authorities have found themselves operating in a completely changed climate of public opinion. The post-war public is much more conscious of the need for education and has insisted in unprecedented ways upon its fuller and improved provision. This had induced most local education authorities to refine procedures for the eleven plus examinations; it has confronted them with an insatiable demand for the improvement of physical and academic amenities in secondary schools and has presented them with a mounting number of children who want to stay on at school beyond compulsory school leaving age to pursue extended courses. These influences, combined with the post-war bulge in the birth rate and the trend towards larger families, have inflated the numbers on the roll at schools to such a point that the supply of sufficient teachers has become a grave problem, and local education authorities have had to establish more and larger training colleges.

51. The local education authorities of 1962 are therefore vastly different from their predecessors of 1902. They administer a very much larger and more varied service which costs considerably more and demands special skills of a much more diversified nature in administrators, advisers and teachers than has ever been known before. Nor is the position stabilised: all the evidence suggests that this development will continue indefinitely.

52. The natural temptation to regard the work of the local education authority as falling into more or less water-tight compartments—primary, secondary and further education—should be resisted. Since the right of every child to receive secondary education has been officially recognised there is, perhaps, less tendency to regard primary and secondary education as occupying separate compartments, but there is still a long way to go before further education is regarded as an integral part of the education service. This can only achieve its full potential in close partnership with other aspects of the service. The Crowther Committee in 1959 expressed the view that England could not 'afford to be content with any aim lower than that of having, within 20 years or so . . . , half its young people continuing in education until they are 18⁽¹⁾'; and there is overwhelming evidence to suggest that national needs and public opinion will oblige local education authorities to give increasing attention to the quality and extent of their further education. If this is so, then the effectiveness of a local education authority will depend more and more upon its capacity to provide a full-time and part-time service of further education closely integrated with its schools. It is of the utmost importance that close links should thus be forged between, on the one hand, the secondary schools and on the other the colleges of further education at which courses of technical and professional training are provided, and such links are more likely to be sympathetic and effective where the local education authority is itself able economically and effectively to provide such courses in institutions of its own.

¹ '15 to 18': *A report of the Central Advisory Council for Education (England)*. Vol. I (Report), paragraph 466.

HEALTH

53. When they were set up under the Act of 1888 the county councils were not sanitary authorities, although a few of them later acquired certain public health functions by means of Local Acts. County councils could, however, appoint a health officer and most of them did so even before 1909, when it became a statutory duty to appoint a County Medical Officer of Health. Local authority health services developed gradually from 1888 onwards but there was no generally uniform pattern before the National Health Service Act of 1946; that Act provided the framework of a comprehensive health service and designated the county councils and county borough councils as the 'local health authorities' which were to bear responsibility for those personal health services entrusted to local government.

54. The Act authorised the provision by the local health authorities of the following main services: the care of mothers and young children; midwifery services; health visiting; home nursing; vaccination and immunisation; ambulance services; the prevention of illness, care and after care; domestic help; and certain mental health services. The provision of most of these services is mandatory, but even those which are merely permissive, such as domestic help, have acquired such an importance in the public mind that demand for them has made the provision of these, too, almost universal.

55. The work in connection with the care of mothers and young children consists in the main of the provision of ante-natal, post-natal and child welfare clinics, but it includes also the dental care (as a matter of priority) of expectant and nursing mothers as well as of young children. Much of the work is educational in character, involving the giving of advice on mothercraft and child welfare. Health visitors play an important part in all these duties.

56. Local health authorities are responsible for providing a free domiciliary midwifery service. There has in fact been a large decrease in the number of home confinements and the Cranbrook Committee on Maternity Services expressed the opinion⁽¹⁾ that provision should be made for as many as seventy per cent of confinements to take place in hospital. But even if only about thirty per cent of confinements take place at home the demand for domiciliary service is not limited to these cases. The increasing tendency towards hospital confinements has been accompanied by a marked trend towards a shorter stay in hospital, and although early discharge of mothers and their very young babies reduces substantially the demands upon residential accommodation, the success of such a policy depends upon the provision of a high standard of domiciliary care. A shortage of midwives has caused difficulty in many areas, but where the actual confinements take place in hospital more midwives might be willing to carry out the domiciliary work on a part-time basis, if the work could normally be arranged on a regular day-time schedule. This in turn would make increasing demands upon a specialist supervisory staff in order to maintain the highest standards of service.

57. Health visiting is largely educative in character and the Report of a working party on the field of work, training and recruitment of health visitors⁽²⁾ des-

¹ *Report of the Maternity Services Committee (1959)*. Paragraph 70. H.M.S.O.

² *An Inquiry into Health Visiting (1956): Summary of Conclusions*. H.M.S.O.

cribed its scope as follows: 'The functions of Health Visitors should primarily be health education and social advice; they may usefully undertake other functions but these should arise from or be incidental to their primary functions'. There are great variations between health authorities as regards the work carried out by health visitors; apart from assistance in the ante-natal and post-natal services they are normally responsible for school nursing and for a large part of domiciliary health education. Their work necessarily covers a wide range and demands a knowledge of many branches of social medicine; it is important, therefore, that these duties should be carried out by fully qualified health visitors working full time on health visiting, rather than by staff fulfilling this role as part of a combined duty.

58. Where people require nursing in their own homes, local health authorities are required to provide for the attendance of nurses. In many cases this service is required for old people, and it should be possible, through proper organisation, to reduce substantially the demand for residential care. Prior to the 1946 Act home nursing was provided mainly by district nursing associations, and in some areas these associations continue to operate by arrangement with the local health authorities; ultimate responsibility for proper organisation of this work rests, however, on the local health authority.

59. Vaccination and immunisation duties are sometimes carried out by the general practitioner and sometimes directly by the local health authority. The degree to which the service is used in an area is some measure of the effectiveness of the health education provided by the authority.

60. It is the duty of all local health authorities to provide transport where necessary for persons involved in accidents, for those suffering from illness (including mental illness) and for expectant and nursing mothers. The ambulance service is normally provided by the health authority directly, but in some areas agency arrangements are made with voluntary organisations such as the British Red Cross Society or the Order of St. John. This is a service where efficiency of organisation is essential if costs are to be kept within reasonable bounds; adequate servicing of vehicles in properly equipped workshops and the elimination of unnecessary mileage, by the use of radio control and by other methods, both contribute to this end. Close co-operation between authorities is essential in order to avoid wasteful journeys, and a number of authorities are known to have made joint arrangements which operate very successfully.

61. The service referred to as the 'prevention of illness, care and after care' covers a wide range of health education work and the provision of such facilities as the loan of nursing equipment, arrangements for convalescence, and a laundry service for the aged sick. There are wide variations of standards between authorities in the performance of these duties but, in general, it is not unfair to say that the larger the authority in terms of population the more comprehensive the service that is provided.

62. Although the provision of domestic help is not a mandatory service, almost all local health authorities now provide it in some form for households in need of it. Its importance in reducing the demands for residential care, especially for old people, cannot be over-emphasised and the service is of great value, too, in home confinements. Because of its extensive scope it is an expensive service and,

in order to keep costs within reasonable bounds, skilled organisation and supervision of the work is essential.

63. The provisions of the Mental Health Act of 1959 have led to a fresh approach to the problems of mental health. The change of emphasis away from institutional care and towards care in the community has placed increasing responsibilities upon local health authorities, who are required to provide this care in order that all classes of mentally disordered people can be helped to lead, so far as is possible, independent and useful lives. For this purpose a variety of premises such as junior training centres, adult training centres (possibly with hostel accommodation), together with other residential accommodation for the mentally disordered, need to be provided. Social workers specially trained in mental health work will also be required, and there is little doubt that problems associated with mental health will play an increasingly large part in the local authority health service.

64. In addition to all the duties described, which were laid upon the county councils by the National Health Service Act of 1946, the school health service is the responsibility of the county councils in their capacity as local education authorities; the service is normally integrated with their other health duties.

65. We have outlined the basic pattern of the local authority health service which, together with the executive council service and the hospital service, comprises the comprehensive health service. Plans have recently been announced for the development of the hospital service over the next decade; when these have been implemented the main hospitals will serve wider districts and local health authorities have been asked to review the development of their health and welfare services over the next ten years in order that they may dovetail with these plans. Liaison between all three branches of the health service is of course essential, and within a local authority's own service the degree of co-ordination should be at least as close.

66. It is no part of our function to fix or even to attempt to indicate precise staff complements, but there are certain basic requirements of staff and institutions which we think an authority should be able to provide. In our opinion these should be sufficient to enable the authority at least to maintain the normally accepted standards in all branches of the service.

67. The pattern of health services will vary as between urban and rural areas, but even in the rural areas the field workers, if they cannot be specialists in any particular branch, should have readily available to them the advice of a supervisor skilled in that branch, whether it be midwifery, home nursing or health visiting. The Medical Officer of Health would need a deputy and other qualified assistance in order to ensure that there is available a proper degree of specialisation in such widely differing branches as infant welfare, the school health service and mental health. The field staff, too, should ideally be organised in their separate branches by a Superintendent of Midwives, a Superintendent Nursing Officer, a Superintendent Health Visitor and a Domestic Help Organiser. For mental health work the services of a properly trained psychiatric social worker should be readily available.

WELFARE

68. Under the National Assistance Act 1948, county councils and county

borough councils became welfare authorities responsible for residential and other services to old people, for the provision of temporary accommodation for people in urgent need of shelter and for services to all types of handicapped persons. The organisation of this service overlaps that of the personal health services and effective co-ordination between them is essential. The Report⁽¹⁾ of the Younghusband Committee dealt with the matter as follows:—

‘... we think that the rank and file field worker should be backed by administrators, advisers and other workers whose knowledge and skill may be required. It is this total body of professional skill and experience which should constitute the service available to any given client according to his need. This social work service will itself be only part of the range of services available under the general direction of the medical officer of health’.

69. The nature of the local authority welfare services is undergoing a gradual transition. In the past, the emphasis has been on institutional treatment of many of the elderly and mentally handicapped, but it is now held that wherever practicable they should be allowed to remain in their own homes; this can only be done by providing the necessary domiciliary services for them. Until recently much of the work for the handicapped has been concentrated on the welfare of the blind, but increasing attention is now being focussed on the needs of the other handicapped classes. All these aspects of welfare work demand a range of social workers which it is not easy to provide at a time when these workers are in short supply. In general, the larger the population for which the welfare authority is responsible, the more varied and better trained is its staff. The Younghusband Committee in their investigations discovered that in England and Wales only eighteen per cent of the county councils with less than 100,000 population employed officers with qualifications in social science while sixty-six per cent of county councils with populations between 100,000 and 500,000 did so⁽²⁾. In order to attract social workers in the numbers and variety that will clearly be required in the future, welfare authorities will need to be in a position to ensure that these workers are effectively used. They will themselves have to assist in training some of the workers, and small staff complements would make this very difficult.

CHILD CARE

70. Since the passing of the Children Act of 1948, county councils and county borough councils have had well defined functions in respect of child care; in general these authorities are now responsible for ensuring a proper upbringing for any child in need of care. The most effective way of providing for children taken into care is to board them out in suitable foster homes, but where this is not possible provision has to be made in special residential accommodation.

71. The proper functioning of the child care service, as for other services we have mentioned, is dependent upon the employment of a range of social workers specially trained in their particular fields. Their employment enables the fullest investigations to be made into applications for the reception of children into care: sometimes home conditions can be improved and, if they cannot and the children have to be taken into care, greater efforts can be made to find suitable

¹ *Report of the Working Party on Social Workers in the Local Authority Health and Welfare Services* (1959). Paragraph 628. H.M.S.O.

² *Ibid.* Paragraph 360.

foster parents. As with most social workers, properly trained child care officers are scarce, and in order to make the most effective use of them they should be employed as a group and should include both men and women.

72. The number of officers capable of being usefully employed in such a team is dependent upon the number of children in care, and this depends in turn upon the population within the authority's area. The number of children in care is not however, an exact function of the population size, for it can reflect the standard of service in either of two opposing ways. Where the number of children in care is low in proportion to the population, this might be a measure of the success of the service and in particular of the preventive work; it might, on the other hand, be due to a failure to discover all the children in need of care. It would be impossible over most of Wales to achieve within reasonable compass units of the minimum size (about five hundred children in care) advocated by the Curtis Committee²), whose Report gave rise to the Children Act of 1948. We are satisfied, however, that units should be in a position to attract, keep and make full use of a properly organised team of qualified child care workers.

OTHER SERVICES

TOWN AND COUNTRY PLANNING

73. County councils were made the planning authorities for their areas under the provisions of the Town and Country Planning Act of 1947. In that Act there was a clear division between the preparation of the overall development plan, a duty which was reserved to the planning authority itself, and the more local aspects of planning control which, at the discretion of the county councils, could be delegated to district councils. The retention of the major planning functions in the hands of the major authorities, the county councils and county borough councils, is not surprising since the exercise of those functions demands the services of a team of architects, engineers, surveyors and research assistants, as well as qualified planners, which it would be beyond the resources of all but a few district authorities to employ. Planning problems are in a great number of cases related to the geographical and economic characteristics of wide areas, and of all local authority functions planning, if it is to be really effective, probably needs the largest area. In Wales there are three National Parks, which can be expected to give rise to special planning problems, and two of the three extend over parts of several counties. The depopulation of Mid Wales is a problem affecting several counties and indeed much of the work of the Mid Wales Industrial Development Association is of a type normally carried out by the larger planning authorities.

HIGHWAYS

74. When county councils first assumed responsibility for highways, most traffic was horse drawn; even at the turn of the century there were only a few thousand registered motor vehicles, but it is estimated that by 1970 there will be something like twelve million motor vehicles on the roads of Great Britain and we must therefore consider what type of highway authority is required for present and future needs. In addition to the more obvious major road works which will have to be undertaken, the old lanes and narrow roads of rural areas will no longer be adequate for the traffic they will have to carry and substantial improvement

² *Report of the Care of Children Committee* (1946). Cmd. 6922: Paragraph 442. H.M.S.O.

works will be necessary even in these areas. New techniques of design and construction are being evolved to meet the needs of the expanding programme of road construction and improvement. These techniques demand a well qualified team of highway engineers and supporting staff, as well as a programme of work sufficient to keep staff and equipment fully occupied.

POLICE

75. The organisation of the police forces has recently been examined exhaustively by the Royal Commission on the Police which reported in May, 1962. We do not therefore think it necessary ourselves to examine the position in detail, or indeed to do more than to record their conclusion, which is of considerable relevance to our own inquiry, that the smaller police authorities should be amalgamated into larger units.

FIRE SERVICE

76. With the break up of the National Fire Service at the end of the war, county councils and county borough councils were made responsible for providing fire services for their areas. There is perhaps no upper limit of size for the effective organisation of a fire service, but on the other hand there are a number of factors limiting its effectiveness if the unit is too small. The unit should, for example, be able to employ a sufficient nucleus of full-time staff to enable all the equipment to be properly maintained and all staff to be trained to the required level of efficiency. In addition, provision needs to be made for making available skilled advice on fire prevention. The smaller the unit, the higher is likely to be the proportion of administrative to operational staff and in a small unit promotion prospects are unlikely to be sufficiently attractive to the best type of recruit.

CLERKS' AND TREASURERS' DEPARTMENTS

77. It is not necessary for us to discuss in detail the Clerk's and Treasurer's departments of a county council. They both stand to gain in efficiency by providing some degree of specialisation and by operating on a scale which would permit the extensive use of modern office machines. This is especially true of the Treasurer's department, where mechanised machine accounting procedures can bring about substantial staff savings if the work load is sufficient to ensure the economic use of the machines over an adequate period of time. In the same way other specialised services, such as an internal printing department and centralised purchasing, can lead to substantial financial savings for authorities large enough to justify their introduction.

Chapter 4. The Present Counties

78. In the previous Chapter we have explained how the main functions of the county councils have evolved, and we have given a brief description of the principal services which county councils have now to perform. In the pursuance of our own task we spent some time investigating the actual performance of these duties in each of the counties, which vary considerably in character, size and resources. We proceed now to set out for each county its geographical and economic characteristics, some analysis of the costs of the services in relation to

its resources and, for the personal services, a description in some detail of the level of staffing. We must make it clear that we did not attempt to carry out an 'organisation and methods' survey of the services in the counties; we were merely concerned to form our own assessment of the service being performed in terms of the relevant county's staffing and its provision of accommodation of varying types, account being taken of the resources available. In general we were interested in making our own estimate of the degree to which the type and quality of the service being provided were affected by the structure of local government, and what changes, if any, within the scope of our terms of reference were likely to bring about improvements.

79. The results of our survey are given in the following pages, the counties being dealt with in alphabetical order. We shall be quoting a great number of facts and figures, and in order to avoid continual repetition of dates we have adopted certain conventions which are applicable throughout this Chapter of our Report.

80. The basic information about staff complements and institutions was obtained in the investigations which led up to our Draft Proposals. In some instances, however, particularly as regards staffing, more up-to-date information was supplied to us by the county councils themselves early in 1962. The figures of expenditure per thousand population on particular services, unit costs, penny rate products, grant income, percentage of rate deficiency grant, total expenditure and county rate precepts relate to the financial year 1960-61 unless otherwise stated; they are derived from the Ministry of Housing and Local Government or from returns published either jointly by the Society of County Treasurers and the Institute of Municipal Treasurers and Accountants or by the Society alone. Rateable values are those relating to April, 1960, and loan debts per head of population are as at 31st March, 1961. Figures of populations and of the numbers of persons who are Welsh-speaking are taken from the reports so far issued on the census of 1961.

81. Some of the figures we quote were not therefore available at the time we published our Draft Proposals, but the figures which were available to us then showed, in general, similar trends and we think it would be to the general convenience if we give in our Report more recent figures. On the other hand, because of the changing policies of local authorities we cannot be sure that the present position is exactly as we have described it, but we think that it fairly represents the broad picture of the services in Welsh counties.

82. A certain number of county councils placed great emphasis on the educational policies which they had adopted in connection with the preservation of the Welsh language, and referred in particular to the setting up of what are generally termed 'Welsh Schools'. We have, however, thought it best to make no reference to them in this Chapter for the following reasons. First, a number of councils known to be active in this field made only a passing reference, or none at all, to this side of their work in their submissions to us. Accordingly the material available to us for the formulation of a suitable reference in the Report was incomplete, and we considered that it would be invidious to refer to certain counties and not to others. Secondly, the language situation in the various counties differs so widely that any conclusions that might be drawn from information relating to 'Welsh Schools' could be very misleading.

83. It will be observed that we frequently quote the gradings of individual officers, where such a course seems necessary. For the convenience of those who are not familiar with these gradings we have set out in Appendix XI the salary scales most commonly mentioned.

ANGLESEY

CHARACTER AND STRUCTURE

84. Of all the Welsh counties only Flintshire is smaller in area than Anglesey, whose area of 176,694 acres is made up of two islands—the main island and the much smaller Holy Island. Holyhead Mountain (720 feet), is the only hill above 600 feet high. There are no large rivers and as the natural drainage is poor the artificial drainage of considerable areas is necessary.

85. The primary industry of Anglesey is agriculture, mainly mixed and dairy farming for which, with its equable climate and moderate rainfall, the county is particularly well suited. The tourist industry is also of considerable importance and there has been some success since the war in attracting new industries to the island. These new industries have helped to compensate for the reduced importance of Holyhead as a seaport and the decline of quarrying on the mainland, factors which, in conjunction with the reduced farm labour requirements, have resulted in a high rate of unemployment. In June, 1962, 7.2 per cent of the insured population were unemployed compared with 2.6 per cent for Wales and 1.8 per cent for Great Britain.

86. The 1961 census showed the population of Anglesey to be 51,700 as against the 1951 figure of 50,660; the forecast of the 1971 population given in the development plan is, however, only 48,550 and the achievement of moderate growth or even stability must depend very much on the attraction to the area of industries able to offer continuing employment of an attractive type. We cannot take into account the possibility of any large scale movement of population and industry, for example the arrival of overspill from Birmingham, as such an eventuality is far too indefinite. We think it proper to conclude, therefore, that no radical change in Anglesey's total population is likely within the period which we have to consider.

87. Local government in Anglesey is administered by the County Council and eight county district councils. Llangefni is the administrative centre of the island and also the focal point of the road network. About two-fifths of the county's population is concentrated in the five urban areas; the rural areas are sparsely populated, having only one person, approximately, to every five acres. More than seventy-five per cent of the people are Welsh-speaking.

88. The County Council have placed considerable emphasis on the unique position of Anglesey as an island, the consequent absence of any boundary problems and its special suitability as an administrative unit. In the memorandum accompanying their original written statement they said that the county 'is indeed fortunate in its size, shape and communications which contribute to effective administration'. They stressed the close relationship which existed between the community and its elected representatives, and the ease of access to the administrative centre at Llangefni which is no more than sixteen miles from the remotest part of the island.

RESOURCES

89. In Anglesey, the rateable value was £480,000, equivalent to £9 4s. 8d. per head of population, which was the third lowest county figure in Wales and was below the average of £13 10s. 1d. for all administrative counties in England and Wales; the penny rate product was £1,904. The total rate and grant borne expenditure amounted to £1,654,000 (equal to a rate of 72s. 6d. in the pound), and in common with most other Welsh county councils, Anglesey received a substantial rate deficiency grant of £306,000, equivalent to 42.33 per cent of qualifying expenditure¹. General grant of £620,000 was paid, and Exchequer grants of all kinds amounted to seventy-four per cent of the expenditure.

SERVICES

EDUCATION

90. With fifty-four schools containing only about 4,800 pupils, primary education was for the most part given in small schools. On the other hand secondary education was carried out in only four comprehensive schools, containing in all about 3,900 pupils.

91. In a unit as small as Anglesey there were, as one would expect, difficulties over further education. There is a Technical Institute at Holyhead and a College of Further Education at Llangefni; the former provided courses in engineering and the building trades whilst at Llangefni there were courses in subjects relating to agricultural education, both in day release and evening classes. The range of further education was thus fairly limited and elementary in character, and for anything outside this range arrangements had to be made with other authorities. Only one county in Wales spent less per thousand population on further education than Anglesey. Even the existing degree of independent provision had been achieved only at the expense of the convenience of those students who live nearer to Bangor in Caernarvonshire than to Holyhead, for attendance at the Bangor College of Further Education by such Anglesey students was not normally permitted as it would reduce the numbers at Holyhead below acceptable limits.

92. There were substantial gaps in the list of the specialist organisers which the county was able to employ. There were, for instance, no organisers for music, drama, arts and crafts, infant teaching, Welsh language or science teaching. There was no male physical education organiser and no educational psychologist was directly employed by the Council, although the services of a team of workers in this field, made available as a result of co-operation between the Hospital Board and the county councils of North Wales, were utilised. There was one specialist Inspector of Primary Schools, but all the authority's other school inspection was carried out by the Director, his Deputy and the Further Education Officer in such time as they could make available from their main duties. The county employed only one Youth Service Officer.

HEALTH AND WELFARE

93. Anglesey County Council employed a County Medical Officer of Health and

¹ Rate deficiency grant is calculated as a certain percentage of the *net* expenditure of an authority, i.e. the expenditure after deducting all income and grants other than the rate deficiency grant itself.

three Assistant Medical Officers, one of whom was employed part-time while the other two were also district medical officers, each being responsible for four county districts. The County Medical Officer was also the County Welfare Officer. The County Council employed nineteen midwife/home nurses and eleven health visitor/school nurses in addition to a Superintendent and her Deputy. With a staff complement as small as this the scope for specialisation at all levels was necessarily very restricted.

94. Domestic help seemed to be given on a reduced scale in Anglesey: although the cost per case was well above the average for Welsh counties, the expenditure per thousand population was only about half the average. For home nursing, too, the cost per visit was above the average for Welsh counties while the expenditure per thousand population was substantially below average. On the other hand, the County Council has a good record of success in reducing infant mortality.

95. In the field of mental health a special survey had been promoted, for which funds were provided by the Nuffield Provincial Hospitals Trust. The development of the service is accordingly only in its early stages.

96. On welfare matters the County Medical Officer must be at a disadvantage as obviously he can give only a proportion of his time to this work. The situation was made worse by the fact that, certainly at the time of our visit, he had no full-time trained deputy dealing specifically with welfare matters and the total directly employed field staff comprised three part-time welfare officers (who also acted as registrars of births, marriages and deaths) and one home teacher for the blind; there was also one training centre supervisor. Since that time we understand that two of the part-time welfare officers have been replaced by a mental welfare officer and a social welfare officer. We are aware of the County Council's agency arrangements with the Chester and North Wales Society for the Deaf and Dumb, their contribution towards the work of the N.S.P.C.C. and the British Red Cross Society and their arrangements with the hospital service. We do not underestimate the value of voluntary effort in co-operation with local authorities and we know that, in Anglesey, health visitors and other domiciliary workers assist in welfare matters; we know too that there is good co-operation between the county and district authorities in the provision of dwellings for old people. In general, however, looking at the welfare service as a whole, the arrangements fall short of what we would expect from a properly organised Welfare Department.

CHILD CARE

97. The staffing of the Children's Department in Anglesey was very different from that in other counties. We know that local conditions have to be taken into account, and in particular we bear in mind that the Council made a contribution to the N.S.P.C.C., who employed an Inspector and a case worker in the county; but in attempting to assess the standard of the service being provided we must apply criteria which are as objective as is possible.

98. The designated Children's Officer at the time of our visit was a trained midwife whose only assistance at headquarters was one clerk. The number of children in care in Anglesey was 0.4 per thousand population, much below the average of 1.1 for counties in England and Wales. It was claimed that this was a measure

of the standard of service being provided and in particular of the quality of the preventive work. On the other hand, as we have indicated in paragraph 72 above, such a low figure might be due to the way the service was organised and because through lack of staff only the most obvious cases were being dealt with. It is impossible without a detailed survey to say which of these two possible but conflicting explanations is the correct one. What we can say is that the service is certainly being provided cheaply since expenditure at £166 6s. 0d. per thousand population was well below the average for Welsh counties of £427 14s. 0d.

OTHER SERVICES

99. The remaining county services need be mentioned only briefly. The organisation of the Treasurer's Department was based on a simple form of machine accounting. The Fire Service consists largely of part-time staff, with fourteen full-time and ninety part-time officers. Anglesey forms part of the Gwynedd Police Authority area.

100. In one respect Anglesey County Council are unique among county councils in England and Wales, as they are the water supply authority for the county; the County Council promoted a Parliamentary Bill for the purpose in 1943 and as a result took over all the existing water undertakings. Since that time they have developed the supply and extended distribution over almost the whole island. The County Council have been one of the authorities co-operating with the Ministry of Health in the experimental fluoridation of the water supply, and a scheme covering part of the county was put into operation in 1955.

BRECONSHIRE

CHARACTER AND STRUCTURE

101. Breconshire is the southernmost of the three inland counties of Wales and its area of some 469,285 acres is slightly more than that of Glamorgan. It lies between the industrialised counties of Glamorgan and Monmouthshire to the south and the sparsely populated county of Radnorshire to the north. It is generally mountainous with more than half its total area over a thousand feet above sea level and much of it over 1,500 feet; the only land below five hundred feet is in the valleys of the rivers Usk and Wye below Brecon and Builth. Breconshire's importance to South Wales as a water supply catchment area is considerable. Water supply undertakings, in fact, provide a substantial part of the county's rateable value. The county is, too, an area of great natural beauty; about half of it is included in the Brecon Beacons and National Park and most of the remainder is of high amenity value.

102. Breconshire's population in 1961 was 55,544, of whom twenty-eight per cent were Welsh-speaking. The greater part of the county is agricultural with forestry becoming of increasing importance, but the southern fringe is industrial in character. The town of Brecon is the administrative centre of the county for which it is also the main market, business and shopping centre; it is, however, to the large towns of Glamorgan and Monmouthshire that many of Breconshire's inhabitants, those living in the southern fringe, look for at least their major shopping facilities. The second-tier authorities in the county are eleven in number, including Llanwrtyd Wells Urban District which with 550 inhabitants has the smallest population of all district authorities in England and Wales.

RESOURCES

103. In Breconshire the rateable value was £549,000, equivalent to £9 19s. 8d. per head of population; the penny rate product amounted to £2,107. The county was thus heavily dependent upon rate deficiency grant, which at 50.43 per cent amounted to £457,000. The total net rate and grant-borne expenditure for the year was £2,117,000, the equivalent of a rate of 83s. 8d. in the pound compared with an actual rate precept of 18s. 7d. The general grant paid was £745,000 and, in all, Government grants amounted to seventy-eight per cent of the county's expenditure.

SERVICES

EDUCATION

104. Many of the primary schools in Breconshire were small, sixty-four of them having three or fewer teachers compared with twenty-three schools with more than three teachers. The system of secondary education in the county has provided grammar schools, comprehensive schools, secondary modern schools and a bilateral school, according to the area served. A limited amount of technical education was provided at Ystradgynlais, but it was necessary for all Breconshire students wishing to take technical courses, even up to Ordinary National Certificate level, to go to neighbouring counties.

105. It was clear to us that the separate provision of certain educational facilities by both Breconshire and Radnorshire was not the best way of tackling the problems of either county and, as regards the Wye Valley area, we were given details of the way in which the children were suffering as a result of the absence of co-ordination between the counties. For example, some pupils in the Hay area had to travel about thirty miles a day in each direction to the grammar school at Llandrindod Wells, whilst on the other hand a secondary modern school with a rural bias was set up by Breconshire County Council at Gwernysfed, only a few miles from Radnorshire's Clyro Court school which already offered such provision; both of these schools are within easy reach of Hay. It is clear that in the field of agricultural education the shortcomings of separate provision were at one time appreciated, for talks continued for some time about the provision, jointly with Radnorshire, of a rural technical institute. In the end, however, no agreement could be reached and Breconshire County Council are proceeding independently with the erection of an institute at Penlan, Brecon.

106. Compared with other small Welsh counties, Breconshire County Council employed a reasonably wide range of specialist organisers, including those for drama, music and rural domestic economy, but there were nevertheless some gaps: there were no specialist organisers, for example, to deal with infant teaching, arts and crafts or Welsh language. The Chief Education Officer had no professionally qualified deputy or assistant and, since he was also responsible for schools inspection, it was difficult to see how his various roles could be fulfilled with complete effectiveness.

107. It was noted that in the education service some of the costs were well above the average for Welsh counties. The expenditure on education per thousand population, at £21,796, was exceeded in only two Welsh counties and the figure compared with an average for Welsh counties of £18,238. Many of the schools

in Breconshire are old and in urgent need of modernisation, so that the cost of maintaining the service even at its present level is likely to be substantially increased.

HEALTH AND WELFARE

108. Breconshire, in common with the other small counties, operated with a small medical staff and the possibility of any degree of specialisation was accordingly not very great. The Medical Officer of Health had only two full-time and one part-time Assistant Medical Officers to assist him. The nursing staff functioned largely in combined roles e.g. as health visitor/school nurse, nurse/midwife or nurse/midwife/health visitor, and the total complement was only thirty-six apart from the Superintendent Nursing Officer.

109. Substantial efforts have been made in recent years to improve the health services in Breconshire and it is evident that the County Council are now tackling the mental health problem; they have sent certain of their staff on courses and the erection of a training centre has been approved in principle. Some positive steps were certainly needed as their expenditure per thousand population on mental health services was easily the lowest in Wales.

110. Health visiting cost more per visit than in most other counties, including some with equally difficult areas to serve, and the cost per home nursing visit was the highest in Wales. For domestic help both the expenditure per thousand population and the cost per case were far above the average, but we assume that some improvement may now be expected as a specialist Domestic Help Supervisor has recently been appointed.

111. When we considered the welfare services we noted that the Clerk of the County Council was designated as County Welfare Officer. We recognise that this is not a unique arrangement but in our view it can have serious disadvantages: however able and devoted he may be, the amount of time a Clerk of a county council can give to welfare work must be very limited. The position would undoubtedly be easier in Breconshire if the Clerk had an adequate range of properly trained welfare staff, but in fact the only remaining staff apart from clerical staff were one home teacher and one welfare officer for the blind, a trainee welfare officer for the deaf and five district welfare officers who were also registrars of births, marriages and deaths. We appreciate that there is a substantial welfare element in some of the work of health visitors and others, but nevertheless there are many gaps in the service now provided; it bears little resemblance to the ideal welfare service of the future as envisaged in the Young-husband Report. Yet in spite of the deficiencies in the service the expenditure was high and the cost per thousand inhabitants was exceeded in only three other counties in Wales.

CHILD CARE

112. This was another service which was under the nominal control of the Clerk of the County Council; there was, however, a properly trained Children's Officer who was supported by one boarding-out officer and one clerk. We have mentioned earlier the importance we attach to a team of qualified officers, especially in the personal services, but with a number of children in care averaging about forty, Breconshire is too small to justify, attract or support such a team. There was one children's home, with accommodation for up to twelve children.

OTHER SERVICES

113. Breconshire is served by the Mid-Wales Constabulary, formed in 1948 by compulsory amalgamation of the police force of the county with those of Montgomeryshire and Radnorshire. As regards the fire service, the County Council have combined with Radnorshire to form a Joint Fire Committee. The Treasurer's Department was well organised and fully mechanised, and appeared to us to be capable of expansion to deal with a larger volume of work. The Highways Department was also fairly well mechanised, having regard to the county's size and road mileage.

CAERNARVONSHIRE

CHARACTER AND STRUCTURE

114. Caernarvonshire with its 364,108 acres is in area the fifth smallest of the Welsh counties. Geographically it can be divided into three main areas—the Llyn Peninsula, the highland mass of Snowdonia and the coastal plain. The county is elongated in shape along a north-east to south-west axis, the length being about fifty-five miles and the greatest width about twenty-three miles; to the east and south are the counties of Denbighshire and Merioneth respectively and the sea is on the other two sides. Owing to the physical configuration of the county, main roads run east and west along the coastal strip or north and south along the passes of Snowdonia. Almost half the area of Caernarvonshire is included in the Snowdonia National Park which, together with the county's seaside resorts, attracts large numbers of visitors in the summer months.

115. The population in 1961 was 121,194, a decrease of 2,946 as compared with 1951; the 1971 estimate of population is 121,500. The population is very unevenly distributed, about forty-three per cent being concentrated in four centres viz. Bangor, Caernarvon, Conway and Llandudno, while in the four rural districts the average density is as low as one person to seven acres. Sixty-eight per cent of the population are Welsh-speaking.

116. The county's traditional employment of slate and stone quarrying has progressively declined and a large proportion of the insured population is now employed in the hotel and catering business and in the distributive trades. The remainder of the county's economy is based on agriculture, in which the numbers employed have remained fairly static. Some manufacturing industries have been introduced, but not in sufficient quantity to ensure a well balanced economy for the county as a whole. These factors and the seasonal nature of the main classes of employment in the county have given rise to a fairly high level of unemployment.

117. The county contains fifteen county districts; the administrative centre is Caernarvon.

118. To the east, the county boundary for much of its distance follows the river Conway, thus dividing communities which share common needs and interests. The town of Llanrwst, which stands on the river, is in Denbighshire but it acts as the local centre for much of the Conway Valley; large numbers of Caernarvonshire children attend either the Grammar School or the Secondary Modern School in the town. Furthermore, where the boundary leaves the river the possibility of boundary anomalies must be considered. For example, the

Creuddyn Peninsula, on which Llandudno is situated, although on the eastern side of the river, is in Caernarvonshire; similarly the parish of Maenan and part of the parish of The Abbey which are also on the eastern bank of the river have formed part of Caernarvonshire since 1284.

RESOURCES

119. The rateable value of Caernarvonshire was £1,485,000, and the rateable value per head of population of £12 5s. 5d. was about thirteen per cent above the average for Welsh counties; the product of a penny rate was £5,802. The total grant income for the year was £2,430,000, comprising £790,000 in specific grants, £1,265,000 in general grant and £375,000 in rate deficiency grant so that, of the total expenditure of £3,635,000 (equivalent to a rate of 52s. 4d. in the pound), sixty-seven per cent was met from Exchequer sources. The proportion of expenditure met by rate deficiency grant was 24.42 per cent.

SERVICES

EDUCATION

120. Within the county there were 142 primary schools, of which fifteen were one-teacher schools and thirty-six were two-teacher schools. Of the seventeen secondary schools, five were comprehensive, five were grammar and seven were secondary modern schools.

121. The Director of Education was assisted by a Deputy Director and also by an Assistant Director with special responsibility for further education. The range of specialist organisers was limited, consisting of separate organisers for youth work, physical training (one male and one female) and visual aids together with a combined language and infant method organiser. There were no organisers for music, drama, arts and crafts, rural studies or domestic science. The authority did not employ a separate staff of inspectors, and inspection was carried out by the Director, his Deputy and the Assistant Director in such time as they could spare from their administrative work. The authority made use of the child guidance service provided by the North Wales counties in conjunction with the Hospital Board; that service was naturally concerned more with the medical than the educational aspects and, at the time of our visit to the county, only markedly abnormal children were referred to it. Further education was carried out at three centres in the county. The Caernarvonshire Technical College at Bangor provided day release courses mainly in engineering and building (to Ordinary National Certificate level) and in commerce. The Agricultural Institute at Glynllifon ran the usual one year farm institute courses leading to the National Certificate in Agriculture. In addition, there was a Hotel and Catering School at Llandudno. All technical education to higher levels was provided by institutions outside the county.

HEALTH AND WELFARE

122. The Medical Officer of Health was supported by a Deputy and two other medical officers, whilst all nursing staff and health visitors came under the immediate control of a County Nursing Officer. Most of the nursing duties were combined in the usual pattern of midwife/home nurses of whom there were fifty-nine and health visitor/school nurses of whom there were twenty-five. Almost all the clinics were held in hired or adapted buildings, which were far

from ideal for the purpose, and only one purpose-built clinic existed in the county; only one county in Wales had a lower expenditure per thousand population on child welfare centres. On the other hand the Council had done much to build up a good service for the care of premature infants, and had also been active in the field of prevention of tuberculosis and the care of sufferers from the disease in an area where it had formerly been well established. Expenditure on domestic help in the county was much below the average for Welsh counties, this being due mainly to a deliberate restriction of the service. A start has been made in meeting the challenge of the Mental Health Act 1959 with the recent appointment of a Chief Mental Health Welfare Officer, but much remains to be done. There were over three hundred ascertained mentally disordered patients in the county, of whom more than sixty were considered to be suitable for training, but there was no training centre; a home teacher has, however, recently been appointed.

123. The Clerk to the Council was nominally in charge of the welfare services, with a 'County Welfare Officer' as his deputy. The service catered largely for old people and the blind, with little being done in other directions; the Council employed four home teachers of the blind and also worked in close contact with the voluntary organisations. The County Council, who have done much on the medical side in the ascertainment of early deafness, used the Chester and North Wales Society for the Deaf and Dumb as their agents in this branch of welfare. A start, on a very modest scale, has recently been made in the provision of a welfare service for the generally handicapped, but much needs to be done before the county can be said to provide a comprehensive welfare service.

CHILD CARE

124. The county had an average of 148 children in care, looked after by the Children's Officer and one child care officer. The number of children in care per thousand population was about the average for Welsh counties but the average cost was appreciably lower: that may have been due to the relatively small staff and the fact that there was only one residential home (a large one, accommodating thirty-two children at the time of our visit) apart from a residential nursery.

OTHER SERVICES

125. Caernarvonshire was unique among Welsh counties in that it had a combined fire and ambulance service. The county forms part of the Gwynedd Police Authority area.

CARDIGANSHIRE

CHARACTER AND STRUCTURE

126. Roughly crescent shaped, Cardiganshire stretches along the central western seaboard of Wales from the Dovey to the Teifi. Its 443,189 acres extend inland to the crest of the Cambrian Mountains which form the boundary with Montgomeryshire, Radnorshire and Breconshire, north to the short boundary with Merioneth which lies across the river Dovey, and south to the river Teifi where Carmarthenshire and Pembrokeshire lie on the southern bank. The major part of the county comprises the high plateau region rising towards the east to the encircling mountains from the Berwyns of Merioneth along the Cambrian range

to Mynydd Presclau in north Pembrokeshire. More than half the total area is over five hundred feet above sea level and nearly a quarter is over one thousand feet.

127. The staple industry is agriculture, largely sheep rearing, but in the past twenty years milk production has reached substantial proportions. The tourist industry along the coast is of limited though increasing importance, some employment is provided in the south by the Aberporth Experimental Establishment, whilst at Aberystwyth the University College and the offices of central and local government departments are significant factors in the county's economy. Cardiganshire has, however, virtually no manufacturing industry.

128. From a total population of some 73,000 in 1871 there has been a continuous decline, and in 1961 the figure was 53,564; it is estimated that the population in 1971 will be 52,020. The general excess of deaths over births indicates a state of natural decline and although some limited increases (for example in the student population) may be anticipated, no substantial growth in population appears likely. Nearly two-thirds of the population live in the rural districts. Seventy-five per cent of Cardiganshire people are Welsh-speaking.

129. Cardiganshire has nine county districts, only one of which has a population over eleven thousand whilst the smallest contains less than one thousand people.

130. The existing boundary of the county is not entirely satisfactory and there are anomalies at points on the boundaries with Montgomeryshire, with Radnorshire, with Carmarthenshire and with Pembrokeshire. The County Council's administrative offices are divided between Aberystwyth and Aberaeron, with the offices of the Surveyor, Architect, Planning Officer and Children's Officer at Aberaeron and the remainder at Aberystwyth. All meetings of the County Council and main committees are held at Aberaeron but some committee meetings are held at other places.

RESOURCES

131. Cardiganshire's total rateable resources amounted to £502,000—or £9 8s. 5d. per head of population; the penny rate product was £1,951, a sum rather less than the salary of most chief officers of a county council. The total expenditure was £1,959,000 or the equivalent of a rate of 83s. 6d. in the pound, although in fact the actual county precept was 17s. 0d.; this is some measure of the county's degree of dependence on grants and indeed eighty-four per cent of the total expenditure was met by the Exchequer. The general grant amounted to £691,000 and the rate deficiency grant was £504,000, equivalent to 58·74 per cent of the expenditure. Cardiganshire's loan debt of £27 10s. 11d. per head of population was considerably higher than the average, which was £17 13s. 11d. for Welsh counties and £18 8s. 1d. for English and Welsh counties.

SERVICES

EDUCATION

132. There were ninety-two primary and seven secondary schools in the county and with a total school population of only 8,500 it could not be easy to achieve a completely integrated educational system. The problem of primary education in the county is largely one of the small school: two-thirds of the primary schools had two teachers or fewer and another twenty-two had only three teachers.

Except for agricultural education there were no specialist organisers for the various branches of the service and the only supervision that could be exercised locally was by the Director of Education and his Deputy in such time, necessarily very limited, as they could spare for school visits.

133. Facilities for technical education were meagre. A programme confined to such courses as that in physics at Cardigan (for employees of the Aberporth Experimental Station) and that for laboratory technicians at the College of Further Education in Aberystwyth cannot be regarded as providing a satisfactory range of technical education in an area struggling to attract new industry.

134. The County Council employed a Further Education Officer, who was the only professional administrative officer in the department apart from the Director and his Deputy; he had, however, to be responsible for youth service work in addition to the rest of the field of further education.

HEALTH AND WELFARE

135. The Medical Officer of Health was assisted by a Deputy, who for half of his time acted as the medical officer to the district councils in the county. At the time of our visit to the county there was only one other Assistant Medical Officer, but an additional one was later appointed. The nursing staff fulfilled combined duties and there were eleven health visitor/school nurses and thirty-five home nurse/midwives, all under the supervision of a Superintendent Nursing Officer. There were also an Organiser of Domestic Helps, a Mental Welfare Officer and two Assistant Supervisors of Mental Health, all of whom however were only modestly graded. The county have established a mental health hostel and intend to set up a junior training centre.

136. The cost of the health services in Cardiganshire was high, the expenditure per thousand population at £2,249 19s. 0d. being the second highest in Wales and much above the average for Welsh counties which was £1,558 2s. 0d. With regard to particular branches of the service, the expenditure on home nursing at £480 17s. 0d. per thousand population was the highest in England and Wales although the cost per visit was about average; the expenditure on mental health work (excluding training centres) per thousand population was far the highest in Wales and the general cost of prevention of illness, care and after care was more than twice the average for Welsh counties; the cost of the domestic help service was also more than twice the average.

137. Although the Council employed a separate Welfare Officer, he was graded only A.P.T.IV and he also acted as a Superintendent Registrar of Births, Marriages and Deaths. His staff was small and in fact the welfare service in the county was largely a service for old people; the high percentage of old people in the county must impose an extra burden on the Welfare Department, but clearly this fact cannot be held to excuse a failure to provide for other needy classes. A modern welfare service should cover a much greater field than does that of Cardiganshire. According to published statistics, there were some 371 blind or partially sighted people in the county, but only one home teacher for the blind was employed. There were, too, some 350 physically handicapped and 200 deaf or dumb persons, but the County Council appeared to spend nothing on the welfare of either of these categories. They have recently, however, appointed a welfare officer for handicapped persons.

138. Despite the limited character of the welfare service, its cost per thousand population was £822 8s. 0d., compared with an average for Welsh counties of £555 2s. 0d.

CHILD CARE

139. The Children's Officer in Cardiganshire was assisted by one child care officer but there was no male officer. The two officers dealt with an average of about ninety children in care.

140. With 1.7 children in care per thousand population, Cardiganshire presents the highest figure for all Welsh counties and the proportion has been high for a number of years. On the whole, costs were low, and boarding-out costs at 27s. 3d. per child week were well below the average of 36s. 10d. for Welsh counties.

OTHER SERVICES

141. The Treasurer had a staff of twenty-five including six qualified accountants. The accounting operations are mechanised and in fact it is likely that the system now installed could cater for a larger unit than Cardiganshire.

142. In 1958 the police force was compulsorily combined with that of Carmarthenshire under a single Joint Authority. The same two counties also co-operate in a Joint Fire Service Committee.

CARMARTHENSHIRE

CHARACTER AND STRUCTURE

143. The administrative county of Carmarthen is, with its 588,472 acres, the largest in area of the Welsh counties. Much of the land in the north and the east of the county lies above the five hundred feet contour line, although the actual northern boundary is, for much of its length, the river Teifi. The Vale of Towy crosses the county diagonally and, with the coastal plain, provides the basis of Carmarthenshire's reputation as a milk producing county. The area of the Black Mountain⁽²⁾ in the east of the county is included in the Brecon Beacons National Park.

144. Carmarthenshire's population in 1961 was 167,736, a reduction of 4,298 as compared with the figure for 1951. Seventy-five per cent of the population are Welsh-speaking. The density of population diminishes as one travels north, the largest concentration being in the industrial south-east of the county: Llanelli Borough and Llanelli Rural District, which together cover about one-tenth of the area of the county, contain more than forty per cent of its population.

145. More men are employed in coal-mining than in any other industry; most of the collieries are in the Llanelli Rural District, but there are also active collieries in the Ammanford area. In the south-east of the county are also to be found iron, steel and tinplate undertakings; as regards tinplate, the closure of many small hand mills in recent years has created some difficulties. Other industries have been introduced and the employment position was for a period very much improved, but in June, 1962, unemployment was still high enough for

² Not to be confused with the Black Mountains of Monmouthshire and Breconshire.

the Llanelly area to be restored to the list of development districts under the Local Employment Act 1960.

146. Over most of the county agriculture is the main industry; small farms and holdings predominate and in the south and south-east areas the custom persists of mine and quarry workers having a smallholding which they run in addition to their normal employment. In the coastal lowlands and the valley plains of the Teifi and the Taf, dairy farming predominates.

147. For administrative purposes the county is divided into thirteen county districts.

RESOURCES

148. The rateable value of the county was £1,689,000, equivalent to a rateable value per head of population of £10 0s. 9d. which was slightly lower than the average of £10 16s. 9d. for Welsh counties; the product of a penny rate was £6,752. The proportion of the total expenditure of £5,210,000 which was met from Exchequer grants was seventy per cent, and without such grants the rate in the pound would have been 64s. 8d. The total grant income of £3,666,000 was made up of £904,000 in specific grants, £1,881,000 in general grant and £881,000 in rate deficiency grant, the last-mentioned being at the rate of 36.69 per cent of expenditure. The rate precept was the second highest amongst the Welsh counties, amounting to 19s. 0d. in the pound.

SERVICES

EDUCATION

149. There were in all 197 primary schools in the county, many of them small rural schools. There were twenty-one secondary schools comprising eight grammar schools, eleven secondary modern schools, one technical school and one comprehensive school.

150. Carmarthenshire was the only one of the West Wales counties to provide a comprehensive further education service, and that may have been the reason why the amount spent per thousand population (£2,548) was considerably more than the Welsh average of £1,995; the figure was, in fact, higher than for any other county in England and Wales. There were three major establishments (apart from the Farm Institute) as well as two schools of arts and crafts. The Llanelly institution catered for engineering and industrial subjects to Ordinary National Certificate level and above, Ammanford specialised in mining and Pibwr-lwyd was a Rural Technical College catering for interests ancillary to agriculture. The Farm Institute at Gelli Aur served Pembrokeshire, Cardiganshire and parts of Glamorgan as well as Carmarthenshire itself.

151. There was a fair range of specialist organisers although arts and crafts, rural studies and domestic science were some of the aspects which were not specifically covered. The services of a single educational psychologist were shared with the neighbouring counties of Pembrokeshire and Cardiganshire.

HEALTH AND WELFARE

152. The County Medical Officer of Health was supported by a Deputy and six whole-time Assistant Medical Officers; there were also six part-time assistants, three of whom also served as district medical officers of health. The Chief

Nursing Officer, assisted by a Deputy Superintendent Health Visitor and a Senior Nursing Officer, supervised the home nurses, midwives and health visitors, about ninety-three officers in all. About a third of the midwives were employed by voluntary organisations (the district nursing associations) acting as the Council's agents. The health visitors carried out clinic duties but the Council hope, by re-organisation, to release them for social work and health education.

153. The County Council have reported great difficulty in recruiting midwives and this may explain their reliance upon the district nursing associations; expenditure on the midwifery service of £222 13s. 0d. per thousand population was nearly twenty-five per cent higher than the average for Welsh counties (£179 10s. 0d.) and was much the highest figure for any county in England or Wales. The Council held some ante- and post-natal clinics, but many were organised by general practitioners and were not regularly attended by any County Council staff. Furthermore, the premises in which some of the clinics and child welfare sessions were held were not very satisfactory. These factors may explain why expenditure on child welfare centres in the county was more than fifty per cent below the Welsh average, being £53 13s. 0d. per thousand population compared with the average of £118 11s. 0d.

154. The County Council have recognised the need to make adequate provision for the community care of the mentally handicapped. We were told that they were giving financial assistance for the training of two students taking a social science diploma course at a university; one training centre was already in existence (it was intended to replace it by separate centres for juniors and adults) and four more centres were planned. The Council's expenditure on the mental health service had increased steadily from year to year, but the rate of development had not kept pace with the national increase; the costs of the training centre and other services were below the average for Welsh counties, being for the centres £46 8s. 0d. per thousand population compared with £67 6s. 0d. and for other services £30 5s. 0d. compared with £34 5s. 0d. It should, however, be mentioned that seven Welsh county councils spent nothing on training centres.

155. The Council's welfare service was organised as part of the Clerk's Department. The Clerk was aided by a chief administrative assistant (A.P.T.IV) and junior staff. Of these officers only the three teachers of the blind appeared to be professionally trained.

156. At the time of our visit there was no scheme in operation for the deaf or dumb, but it was hoped by the Council that the county would, together with Cardiganshire and Pembrokeshire, be able to utilise the services of the Llanelly and West Wales Deaf and Dumb Mission for this purpose.

CHILD CARE

157. Like the Welfare Department, the Children's Department was administered as part of the Clerk's Department. The Children's Officer, in this case a man, appeared to have had no formal training in child care work. Three trained children's visitors were also employed apart from administrative staff.

158. An average of 168 children were in care in the county, equivalent to one child per thousand population. That was a little less than the Welsh county average and costs—both per thousand population and per child-week—were

generally below average (£310 6s. 0d. and 107s. 5d. compared with £460 3s. 0d. and 133s. 7d. respectively). A fair range of residential accommodation was provided, comprising a nursery, a reception home and five family group homes.

OTHER SERVICES

159. The Treasurer's Department was recently mechanised and it is understood that it now provides an improved service with fewer staff and an overall saving in costs.

160. In the Planning Department the only qualified officers were the County Planning Officer, his Deputy and one planning assistant.

DENBIGHSHIRE

CHARACTER AND STRUCTURE

161. The county of Denbigh covers 427,977 acres and has 173,843 inhabitants, being exceeded in population only by Glamorgan and Monmouthshire. Thirty-five per cent of the inhabitants are Welsh-speaking. Possessing only a short length of the North Wales coastline, Denbighshire is bounded on the west by Caernarvonshire, on the south by Merioneth and Montgomeryshire and on the east by the main part of Flintshire, the detached Flintshire district of Maelor and the English counties of Cheshire and Shropshire; the county completely surrounds the detached Flintshire parish of Marford and Heseley.

162. Much of Denbighshire is high moorland and mountain: about one-fifth of the county's total area is over 1,200 feet above sea level. The most densely populated part of the county is the town of Wrexham and its immediate surroundings, where nearly half of the population is to be found in less than four per cent of the county's area. The other main concentration is in and around the holiday resort of Colwyn Bay.

163. Denbighshire's industries cover coal-mining, steelworks and chemical works as well as a variety of light industries, most of these activities being concentrated in the eastern part of the county in and around Wrexham. In the coastal strip, many people are employed in service industries but, taking the county as a whole, agriculture is still a vital factor in the economic and social structure.

164. A significant feature in the coastal region and in the eastern industrial area is the large daily movement of workers into and out of the county. There is a very considerable interchange between the coastal areas of Rhyl (Flintshire) and Abergele as well as between Conway and Llandudno (Caernarvonshire) and Colwyn Bay; there is also much travel between the industrial areas of the Wrexham district and those of Flintshire.

165. The population of Denbighshire is expanding. The Registrar General's projection for 1971, based on 1954 mid-year estimates and taking account of natural increase only, was 173,930; but already this figure has virtually been attained and it seems likely that the County Council's development plan estimate of 181,170 by 1971 will be reached and possibly exceeded. The entire inter-censal increase has taken place in the boroughs of Colwyn Bay and Wrexham and in the Abergele Urban District, that is, the industrial area and the coastal strip; in all other districts the population has fallen.

166. There are twelve county districts in Denbighshire. The County Council's main offices are at Ruthin but the Police, Health and Architect's Departments are at Wrexham. County Council and Standing Joint Committee meetings are held in rotation at Colwyn Bay, Denbigh, Ruthin and Wrexham, but most special County Council meetings and all main committee meetings are held at Ruthin, which although of small population is centrally situated.

167. It is impossible to travel directly between the three parts of Flintshire without passing through Denbighshire and the best routes between a number of towns in Denbighshire involve travelling some part of the way through other counties. These considerations were reflected in the unusually large number of suggestions for boundary changes, some more drastic than others, which were received from local authorities. Adjustments were suggested by Denbighshire County Council, by all four of the Welsh counties sharing a common boundary with Denbighshire, by five of Denbighshire's county districts and by nine county districts outside Denbighshire. There were also suggestions for adjustments by associations of parish councils and for much more radical reorganisation submitted by political groups and by private individuals. In general, the adjustments proposed by local authorities were relatively minor and each proposing authority thought that the balance of adjustment should be in its own favour. The most far reaching suggestions were from:—

- (a) Colwyn Bay Borough Council, who suggested that Rhyl, Prestatyn, Llandudno and certain other areas should be transferred to Denbighshire;
- (b) Rhyl Urban District Council, who advocated the combination of Denbighshire and Flintshire to form one county;
- (c) Caernarvonshire County Council, who thought that the whole catchment area of the river Conway might be taken into Caernarvonshire; and
- (d) Wrexham Borough Council, who proposed that the borough, with the more populous parts of Wrexham Rural District, should become a county borough.

Perhaps the most striking omission was the absence of any proposal concerning the detached parts of Flintshire.

168. A feature of the administration in Denbighshire is that all the main committees except the Planning Committee consist of the whole Council and, for some committees, co-opted members in addition. Thus the Education Committee has 105 members; furthermore, as many as six sub-committees of the Education Committee comprise the same number of members. We refer elsewhere to committee structure in general terms (paragraphs 366–367) and it is not therefore necessary to elaborate here. The cumbersome nature of the machinery was only one of a number of factors which left us with the impression that all was not well with the administration of the county's affairs.

169. It was, for example, one of the few areas in Wales where the council of a county was severely criticised by its district councils. The discontent took many forms, from the Wrexham area's complaint about the County Council's failure to delegate more functions to the larger districts, to the rural areas' fears that their problems were not properly understood by the more populous industrial areas. Whatever the reasons for the discontent, it must impair the effectiveness of the county as a whole, and it may account too for the lack of agreement

between the district councils and the County Council about the future of the administrative county.

RESOURCES

170. Denbighshire's total rateable resources of £1,942,000 were greater than those of most Welsh, but smaller than those of most English, counties; so too were both the rateable value per head of population (£11 8s. 6d.) and the penny rate product (£7,810).

171. Total expenditure expressed as a rate in the pound was, at 51s. 6d., the third lowest among Welsh counties and the precept of 14s. 5d. was the lowest. The amount of general grant received was £1,943,000 and the rate deficiency grant, paid at the rate of 27·60 per cent of expenditure, amounted to £522,000; Government grants of all types accounted for seventy per cent of the total expenditure of £4,805,000.

SERVICES

172. We have referred to the fact that among Welsh counties Denbighshire has a relatively large population. There was a full range of chief officers, supporting staffs were larger than in most Welsh counties and in some fields there was a fair degree of specialisation.

EDUCATION

173. Denbighshire had 168 primary and 27 secondary schools and in the most populous part of the county—the Wrexham area—there was delegation to a divisional executive. With a slightly greater population than Carmarthenshire the county had a higher number of pupils, both primary and secondary; but the number of pupils aged fifteen and over in secondary schools in Denbighshire was only about half that in Carmarthenshire. Generally, costs (per pupil, as well as per thousand population) were lower than the average for Welsh counties and in some instances the differences were substantial. The expenditure of £17,281 per thousand population on education as a whole was the second lowest among Welsh counties. For further education, however, the expenditure per thousand population was the second highest amongst the Welsh counties.

174. The county is large enough to provide, and does provide, the full range of facilities from primary to further education, up to Ordinary National Certificate and beyond. The relatively high cost of further education may be a measure of the burden to a county, even one as large as Denbighshire, in making independent provision of a wide range of courses.

175. Denbighshire is not without gaps in its educational structure. There were no specialist organisers for drama, Welsh or infant teaching or for arts and crafts, rural studies or domestic science and there was no educational psychologist in the direct employ of the Council. There was one Youth Service Organiser for the whole county and the absence of a woman organiser in that field detracted, in our view, from the value of the service.

HEALTH AND WELFARE

176. Compared with those in most other Welsh counties, the staff complements of the health services in Denbighshire were numerically much higher. Under the County Medical Officer and his Deputy there were nine Assistant Medical

Officers of whom four were part-time and acted also as district medical officers of health. There was some decentralisation, too, in that there were in Denbighshire four district health committees composed of local members.

177. The field staff were mainly organised in the familiar pattern of combined home nurse/midwives of whom there were about seventy-five. There were, too, about thirty health visitors, most of whom combined that duty with school nursing. Supervision was exercised by a Superintendent Nursing Officer, her Deputy, and three supervisory officers, but there was no separate supervisor for the domestic help service. A start had been made on the provision of facilities for the mentally handicapped. There was a junior training centre catering for about forty people and there was also a social club at Wrexham. One of the Assistant Medical Officers has been on a six months training course at the North Wales Mental Hospital. Costs of the various branches of the health service in Denbighshire were not significantly different from the average.

178. The welfare service was organised under a County Welfare Officer and his assistant, aided by a Chief Welfare Officer and three part-time district welfare officers who were also registrars of births, marriages and deaths. At the time of our visit not one of these was a woman. The service provided directly by the Council was largely one for old people, since welfare work for the blind was undertaken on an agency basis by the North Wales Society for the Blind and little was done for the deaf and dumb or the physically handicapped.

CHILD CARE

179. The Children's Officer in Denbighshire had a larger team than most of her counterparts in Wales, for she was assisted by two area children's officers and two child care officers. There was, too, a greater variety of homes which included a reception centre, a nursery and large and small homes. This organisation, with personnel who had received a greater degree of specialised training than in some of the other counties in Wales, was reflected in the better standard of service being provided.

OTHER SERVICES

180. The County Council provide fire services in partnership with Montgomeryshire, through a Joint Fire Services Committee.

FLINTSHIRE

CHARACTER AND STRUCTURE

181. With an area of only 163,707 acres, Flintshire is the smallest Welsh county. There are two detached parts of the administrative county: one, consisting of the parish of Marford and Hoseley, is entirely surrounded by the Wrexham Rural District of Denbighshire and the other, Maelor Rural District, is bounded by Denbighshire on the west and on the other three sides by English counties. The main part of the county is bounded on the west and south by Denbighshire and on the east by the Dee Estuary, the county of Cheshire and Chester City.

182. Flintshire lies for the most part between the Dee Estuary and the Clwydian range, which rises to 1,820 feet at its highest point. Between these two features, and running roughly parallel with them, is a central ridge of land varying from four hundred to nine hundred feet above sea level; this high land, which forms a

backbone to the county, rises sharply from the coastal plain of the north (where the Vale of Clwyd reaches the sea) and extends in a south-easterly direction until it slopes down to the Cheshire plain. There is also a narrow coastal plain along the Dee Estuary.

183. The population of Flintshire in 1961 was 149,888 and it is forecast in the development plan that the 1971 population will be about 159,000. Nineteen per cent of the population are Welsh-speaking.

184. Industrial activity is concentrated mainly in the eastern coastal belt from Point of Air to East Saltney. There is a wide variety of industries including iron and steel, textiles, optical glass and an aircraft factory. The tourist industry is a thriving one, especially in the coastal resorts of Rhyl and Prestatyn. The detached area of Maelor is entirely rural in character.

185. The county is divided into eleven county districts. Its administrative centre is Mold but towns such as Chester and Wrexham in neighbouring counties also act as focal centres for parts of Flintshire.

186. Except for the detached parts, Flintshire is a compact, comparatively well-populated area of high rateable value. Marford and Hoseley, as a small enclave in Denbighshire, makes use of the services of that county so far as education, police, fire and certain other services are concerned. Maelor is farther from the county administrative centre at Mold than the other detached area, but it is considerably larger and most services are provided by Flintshire. Although a territory divided into three separate parts must be an awkward one to administer, Flintshire County Council are anxious to preserve their county intact. Subsequent to the submission of their original written statement they suggested that, if we were determined to do something about the detached portions of Flintshire, we should consider the transfer of part of Denbighshire to Flintshire so as to create a Flintshire corridor joining Marford and Hoseley to the main county area. No suggestions were made in respect of Maelor.

RESOURCES

187. Flintshire is the only county in Wales not in receipt of rate deficiency grant. The rateable value of the county was £2,385,000, equivalent to £16 2s. 4d. per head of population. It is significant that although the county has the smallest area in Wales the rateable value of its industrial hereditaments (£757,000) was the third highest amongst the counties.

188. Flintshire's net rate and grant borne expenditure amounted to £3,977,000; that comparatively low level of expenditure, combined with the high product of a penny rate in the county (£9,997), resulted in the total expenditure expressed as a rate in the pound (34s. 0d.) being the lowest for the Welsh counties. The rate precept was the second lowest (14s. 6d. in the pound). General grant amounted to £1,555,000, and all Exchequer grants taken together amounted to only sixty per cent of expenditure, the lowest proportion for a Welsh county.

SERVICES

EDUCATION

189. In addition to the Director of Education and his Deputy there was a Further Education Officer, but only one Assistant Inspector of Schools who was respon-

sible also for the organisation of the teaching of Welsh and religious instruction. The only other specialist staff were the organisers of physical education—one male and one female—and a handicraft organiser. Although Flintshire gave considerable support, both financially and otherwise, to appropriate voluntary organisations in the area, there was no youth service organiser with special responsibility for this work; neither were there any organisers for other subjects such as rural studies or domestic science. The county employed no educational psychologist of its own, the service being provided, as in the other counties of North Wales, in co-operation with the Welsh Hospital Board.

190. Kelsterton Technical College (between Flint and Connah's Quay) is the major further education establishment in the county, providing tuition to Ordinary National Certificate level and above for this and other counties. The organisation of courses at this college and the Denbighshire Technical College at Wrexham was the cause of a prolonged dispute between the two counties, which eventually came to a head in 1957 with the appointment of the Chance Committee to investigate the matter¹. Had it been possible to organise further education for the two counties as a single unit, some duplication and much acrimony would have been avoided and some money saved; the degree of independent provision may have been the reason for the high cost of further education in Flintshire. The Horticultural Institute at Northop catered for students from all parts of North Wales and from some of the neighbouring counties of England. Here again, independent provision may have accounted for the high cost of agricultural education.

191. The expenditure per thousand population on primary and secondary education in Flintshire was in each case the lowest for Wales, but expenditure on further education was about seventeen per cent above the Welsh average and was the third highest for Welsh counties; expenditure on agricultural education was also high. Such statistics appear to point to the conclusion, supported by evidence from other similar counties, that further education is very expensive to provide.

HEALTH AND WELFARE

192. The Medical Officer of Health was assisted by a Deputy, a Senior Medical Officer in charge of the schools health service and five Assistant Medical Officers (two full-time and three part-time). A further eleven Assistant Medical Officers were employed on a sessional basis. The nursing staff consisted of thirty-seven nurse/midwives, four nurses and four midwives, all under the control of a Superintendent Nursing Officer and her Deputy. The health visiting was combined with school nursing under a Superintendent Health Visitor, who was also responsible for organising the domestic helps. Most of the ante-natal clinics were staffed by consultants or medical officers made available through the hospital authorities and by nursing staff of the Council. The County Council claimed to be pioneers in the use of a mobile clinic, which made available proper facilities in scattered rural areas where clinic sessions would not otherwise have been possible.

¹ *Report of the Advisory Panel on the provision of advanced technical education at the technical colleges at Wrexham, Denbighshire and Kelsterton, Flintshire.* (1958). H.M.S.O.

193. Under the County Medical Officer of Health, mental health work was undertaken by a Senior Mental Welfare Officer and one full-time and three part-time mental welfare officers. The Council intended that additional mental health officers should be recruited to meet the provisions of the Mental Health Act 1959. One training centre, taking both adults and juniors, had been provided at Rhyd under a trained Supervisor and an assistant, and mentally disordered patients in other parts of the county attended centres at Chester or Wrexham, as convenient. The County Council planned to provide a separate training centre for adults.

194. Apart from making available to blind persons their domiciliary services—home nursing and home help—the Council relied on the Chester and District Blind Welfare Society and on local voluntary organisations. A similar arrangement was in force with the Chester and North Wales Deaf and Dumb Society, which provided a social worker to give instruction and help. The Council have recently formulated a scheme to provide services for generally handicapped persons; they employed one full-time home teacher and it was proposed to engage further staff as the scheme developed.

195. The supervision of residential and domiciliary care of old people has recently been transferred from the County Medical Officer of Health to a separate Welfare Officer, who was assisted by three area welfare officers (part-time). The Council provided a comprehensive domiciliary welfare service, and they claimed to have pioneered a scheme whereby old people were boarded out in carefully selected private homes under the continued supervision of the welfare officers.

CHILD CARE

196. The staff of the Children's Department consisted of the Children's Officer and three child care officers. There was an average of 105 children in care in Flintshire, that figure being equivalent to 0.7 per thousand population—one of the lowest proportions for Welsh counties; this was claimed by the Council as a measure of their success in preventive and rehabilitation work, but as we have pointed out elsewhere, this explanation is not the only possible one.

OTHER SERVICES

197. The Treasurer's Department has recently been modernised from a simple system of keyboard accounting to a punched card installation coupled with an electronic calculator.

198. At the time of our visit to the authority a scheme was being implemented for the provision of a substantial range of road construction and maintenance equipment for the Surveyor's Department; this had already resulted in considerable economies.

GLAMORGAN

CHARACTER AND STRUCTURE

199. With 468,799 acres the administrative county of Glamorgan is fourth in order of area among the existing Welsh counties, but its population of 745,810 is more than twice that of the next highest county and indeed is greater than that of the majority of English counties. Seventeen per cent of the population are Welsh-speaking. The character of the county varies greatly, with the deeply

incised mining valleys in the north ("Y Blaenau"), the coastal plain in the south ("Y Fro") and the distinctive Gower peninsula in the west.

200. Glamorgan has long been characterised as an industrial county, its importance until quite recent times deriving almost entirely from the production and export of coal, iron and steel. With parts of the county consisting of good farming land, however, a strong agricultural interest has been maintained. Since the depression of the 1930's a great variety of secondary industries have been introduced, but, since it has proved relatively difficult to attract new industries to the mining valleys, there has been a perceptible movement of population from north to south within the county. Within the boundaries of the geographical county are the county boroughs of Swansea and Merthyr Tydfil and all but a small portion of Cardiff.

RESOURCES

201. At £10 17s. 2d., rateable value per head of population was by no means high, but total rateable value (£8,110,000) and the penny rate product (£33,236) were considerably more than double those for any other Welsh county, as was total expenditure (£19,476,000). Expressed as a rate in the pound, total expenditure was equivalent to 49s. 2d. and this figure was the second lowest in Wales (only Flintshire was lower); Glamorgan's county precept of 15s. 6½d. in the pound was the third lowest. The amount of general grant received was £7,810,000, and the rate deficiency grant (at the rate of 30.77 per cent) was £2,587,000. The sum of all Exchequer grants amounted to sixty-seven per cent of the County Council's expenditure. The loan debt per head of population (£12 4s. 9d.) was lower than for any other English or Welsh county except Devonshire and Durham, a position which was due largely to the Council's policy in past years of meeting as much capital expenditure as possible from revenue. According to the figures for expenditure per thousand population, the costs of virtually all main services with the exception of child care were rather less than in the majority of Welsh counties and yet in all respects we have found that at least as good a service was provided—indeed in most cases it was a more comprehensive one.

202. Within the county there is considerable diversity in the areas, populations and resources of the county districts, which number twenty-four in all. Cowbridge Borough has a population of only 1,065 as compared with Rhondda Borough's 100,314. A problem which has to be faced in the valley areas in the north of the county arises out of the fact that places that are only a few miles from each other, as the crow flies, are separated by mountain barriers necessitating long road journeys. For many of the county services a system of divisional administration has been introduced and, broadly speaking, the divisions adopted by Glamorgan for their various services consist of combinations of districts having reasonable inter-communication and related to the administrative needs of the particular service; thus there are only four planning divisions but nine health divisions.

SERVICES

EDUCATION

203. Glamorgan was the only Welsh county whose whole area was subject to divisional administration; there were eight *ad hoc* divisional executives and one

'excepted district', the latter (Rhondda Borough) being the only example of its type in Wales. On the whole the system of administration appeared to work well; it is true that the Rhondda Borough Council were dissatisfied with the present arrangements, but we express the view elsewhere that the difficulties have arisen not so much from any defects in the system as from the existence of a poor relationship between the two authorities.

204. The Director of Education for the county was supported by a Deputy, an Assistant Director and three qualified administrative assistants; there were also nine divisional administrative officers, who were all graduates with teaching experience. The inspection and advisory services in the county were extensive, with inspectors or organisers covering the following subjects: science, history, Welsh (2), music (2), educational psychology (a General Inspector in addition to four educational psychologists), physical education (6), infant education, domestic subjects, arts and crafts, agricultural education, and horticultural education (2). The only omission disclosed by this list appears to be in respect of the teaching of drama.

205. Each education division had at least one Technical Institute or College of Further Education, with the College of Technology at Treforest providing courses up to degree standard. The county had, too, a variety of special schools catering for children not able to attend ordinary schools: thus there were special residential schools for the blind at Bridgend and for the physically handicapped at Penarth, as well as a residential nursery school for deaf children at Whitchurch. Educationally subnormal children were catered for in special day schools at Aberdare, Pontypridd and Barry and in a residential school for boys near Monmouth. There was an extensive youth service in the county, run by an Organiser of Further Education with an assistant and four area organisers. The youth employment service, too, had an officer in each division, and the service was co-ordinated by a County Youth Employment Officer assisted by a careers advisory officer.

206. Glamorgan County Council thus provided a comprehensive education service of good standard; yet in only three Welsh counties was the expenditure on education per thousand population lower than Glamorgan's figure of £17,642, and only Flintshire spent substantially less.

HEALTH AND WELFARE

207. Glamorgan County Council have separate Health and Welfare Departments under the County Medical Officer and the Director of Welfare Services respectively, and the administrative structures of the two services differ. In the case of the local health services, excluding ambulances and mental health, there are eight divisional committees to which the day-to-day control of the personal services is delegated. In addition, Rhondda Borough Council have had, since July, 1962, health and welfare functions formally delegated to them as a consequence of the 1958 Local Government Act.

208. In each division a field staff consisting of nurses, health visitors etc. worked under the direction of the Divisional Medical Officer who was also, so far as possible, Medical Officer of Health for the district councils comprising the division. Including for our present purpose the Rhondda staff, the divisional medical, nursing, dental and medical auxiliary staff comprised nine Divisional

Medical Officers, forty-two Assistant Medical Officers, nine Dental Officers, nine Divisional Non-medical Supervisors of Midwives and Home Nurses, nine Divisional Superintendents of Health Visitors and School Nurses, 135 midwives, nineteen nurse/midwives, 163 home nurses, 127 health visitors, three speech therapists, two physiotherapists, two chiropodists and fifteen dental surgery assistants. In addition, the headquarters staff included the County Medical Officer, his Deputy, a Senior Medical Officer, a Chief Dental Officer, a County Non-medical Supervisor of Midwives, a County Superintendent of Health Visitors and School Nurses, a Home Help Organiser and two assistants, seventeen mental health social workers, five supervisors of training centres with eighteen assistant supervisors, the County Ambulance Officer, seven area ambulance superintendents and twenty-one assistant ambulance superintendents

209. The employment of staff on this scale enabled the field workers to undergo refresher and training courses and permitted a degree of staff specialisation not approached by any other Welsh county except, perhaps, Monmouthshire. Thus there was a Senior Medical Officer responsible only for mental health work and she was assisted by both male and female mental health welfare officers in each area. The County Council had, therefore, a firm basis on which to build their scheme under the Mental Health Act 1959. Five training centres had been opened and the Council's forward five-year programme includes a number of hostels. In spite of the comprehensive nature of the health service in Glamorgan, costs for most of its branches were below the Welsh average and the rate equivalent of the overall cost, namely, 2s. 8d. in the pound, was the fourth lowest in Wales.

210. As with the health services, welfare administration in Glamorgan was decentralised, but in this case there were only seven areas apart from the Rhondda; as we have already mentioned, the Rhondda Borough Council administer welfare functions under a formal scheme of delegation.

211. Glamorgan County Council provided a more extensive system of welfare services than most counties in Wales; in addition to the welfare service for the aged, both residential and domiciliary, the County Council made extensive provision for the blind, deaf and generally handicapped. The department was organised under a qualified Director with a specialist administrative staff, and there was a large number of welfare officers and home teachers. The Council ran the most extensive service in Wales for the generally handicapped; the nineteen social welfare officers specialising in this side of the work paid regular visits to all those on the handicapped register and also ran social/handicraft centres at twenty-one different places. The Council provided, too, a comprehensive range of aids and employed a staff of three who were engaged full-time on their design, construction and repair. In addition, for the blind, the county provided eighteen social centres and there were twenty-two home teachers. Several suitable trainees had been appointed and, after a short period of practical experience, had been given leave of absence with pay in order that they might undertake full training, while existing staff had been sent on refresher courses. For the deaf the County Council employed two full-time social welfare workers and ran a number of social centres.

212. The extent of the welfare service was reflected in the expenditure per thousand population on services for blind and physically handicapped people,

which at £107 8s. 0d. and £39 4s. 0d. respectively were far above the averages of £70 7s. 0d. and £19 1s. 0d. for Welsh counties. These averages, it is right to state, were depressed because many of the Welsh counties spent so little on these services.

CHILD CARE

213. Child care services in Glamorgan were expensive. The Council spent considerably more on them than did any other Welsh county, and this was true whether the yardstick was taken as cost per thousand population or per child-week. The average number of children in care was 932. There was a large team of qualified professional staff headed by the Children's Officer and her Deputy; both of these appointments, as well as that of the principal clerk in charge of administration, were within the so-called 'lettered' grades of the Joint Negotiating Committee—gradings substantially in excess of those of the equivalent officers of all other Welsh counties apart from Monmouthshire. The supporting headquarters staff was divided into specialist sections (even to the extent of a student training section) whilst the field staff of area children's officers, child care officers and supporting clerical grades was spread over four 'Children's Areas'. In this service, as in the case of welfare, expenditure per thousand population was higher than the average for Welsh counties but the service was far more comprehensive.

OTHER SERVICES

214. It is not necessary for us to discuss in detail the remaining departments of the Council. They all showed a high degree of specialisation in the division of work, and much of the effectiveness of the county's administration can be traced to this source.

MERIONETH

CHARACTER AND STRUCTURE

215. Merioneth, with 422,372 acres, is the median county in Wales in area but its population in 1961 was only 39,007; only Radnorshire contained fewer people.

216. In shape, Merioneth is very roughly a triangle of which the base is the coast from Aberdovey almost to Portmadoc and the apex is at a point just short of Llangollen within about six miles of the English border. The county is predominantly mountainous (nearly three-quarters of its acreage is included in the Snowdonia National Park) and the only sizeable lowland areas are along the narrow coastal plain and in the few major valleys, which are deeply incised and cross the county in a generally north-east to south-west direction.

217. There is very little manufacturing industry, and slate quarrying has been declining for many years. The largest employers of labour are agriculture, forestry and the tourist trade. The construction of schemes such as the pumped storage hydro-electric scheme at Tanygrisiau, the Liverpool Corporation water scheme at Tryweryn and the atomic power station at Trawsfynydd have involved the importation of labour into the county but in the long term these installations offer employment for relatively few people. Despite projects such as the development of land near Towyn as a seaside resort, there is nothing to suggest that

Merioneth's population will increase by more than a few thousands within the foreseeable future. Certainly within the period which it is proper for us to consider we can take the total population of the county as likely to be reasonably stable, although its distribution may show some change. Seventy-six per cent of the population are Welsh-speaking.

218. The county has nine second-tier authorities. The most populous of the county districts (Deudraeth Rural) contains only 7,876 persons whilst the smallest (Bala Urban) has only 1,603.

219. Dolgellau, the county town, is reasonably central; a number of the more populous centres of Merioneth are, however, on the fringe of the county and tend to look outwards for many purposes other than the provision of county services. Thus Blaenau Ffestiniog and Penrhyndeudraeth have close links with Caernarvonshire, Corwen for many purposes looks east to the nearer centres of Denbighshire rather than to Dolgellau which is almost thirty miles away, while the southern part of Merioneth associates more naturally with Machynlleth.

RESOURCES

220. The total expenditure in the county was £1,687,000, equivalent to a rate of 99s. 2d. in the pound, but in fact the precept actually levied was no more than 17s. 0d. in the pound, eighty-four per cent of the total expenditure being met from Exchequer sources. The general grant paid was £492,000 and the rate deficiency grant amounted to £326,000, equal to 55.89 per cent of expenditure. The low level of resources in relation to population—the rateable value of £361,000 was equal to only £9 5s. 1d. per head of population—was the primary cause of the high rate of deficiency grant, but there was also weighting on account of sparsity of population, there being only forty persons per mile of road in the county. The penny rate product was £1,417, far less than the annual salary of most of the chief officers.

221. The Council told us that the rateable value of the county was expected to increase by about eighty per cent within the next few years, when the major water and electricity schemes had been completed. That increase would appreciably reduce the county's dependence on rate deficiency grant.

SERVICES

EDUCATION

222. With its low population, the lack of any densely populated district and only 6,229 children on the registers of the primary and secondary schools, organisation of education in Merioneth was obviously a difficult problem. There were eight one-teacher schools and twenty-seven two-teacher schools and, although with this pattern of education there was a more than average need for the stimulus and advice of a range of specialist organisers and inspectors, Merioneth did not provide them. The only specialist organisers were for music and physical education. All other specialist advice and inspection was left to the Director of Education and his Deputy in such time as they could spare from their normal administrative duties. Secondary education, too, must have presented problems, as within the county there were only three small grammar schools and three comprehensive schools.

223. Technical education was almost non-existent, part-time evening courses being the only ones available. Most of these were very elementary in character, as for example the preliminary craft course, and a very small number of students proceed to Stage II of the Ordinary National Certificate course in mechanical engineering. The only other provision of further education in the county, apart from youth activities, consisted of some evening classes in commercial subjects and a number of recreational courses. The county was unable to provide a comprehensive system of agricultural education and apart from rural science classes in some schools the only provision was that made by the agricultural and horticultural instructors as part of the county's further education service.

224. In spite of the limited service provided in this field, the expenditure per thousand population on administration and inspection was the third highest in Wales at £779, compared with an average of £584, but the expenditure on further education was the fourth lowest in Wales at £1,661 per thousand population.

HEALTH AND WELFARE

225. The health and welfare services of Merioneth were separate, but the staff of each department was very small. Thus the County Medical Officer had only two Assistants and one of these was part-time. The total nursing staff (midwives, home nurses and health visitors) was only twenty-six, of whom twenty-four had combined duties in varying degrees—in most cases combining all three duties; there was, however, one health visitor who had a special responsibility for tuberculosis. The Superintendent Nursing Officer covered all these aspects and was also responsible for organising the home help service. The area looks for its hospital services to Bangor, Wrexham and Aberystwyth, and though close and effective contact appeared to exist we would think that maintaining liaison with three areas in this way is bound to put an added strain on what is a very small staff. There were in the county about a hundred ascertained mentally disordered persons, and independent provision of hostels and occupation centres in the variety needed will not be possible on the basis of relatively small numbers such as this. The County Council have appointed a mental health worker and four part-time mental welfare officers and have opened two small junior training centres in adapted premises; this limited provision, however, falls far short of what will ultimately be needed.

226. The total expenditure on the health services, per thousand population, was only slightly above the average for the Welsh counties. There were, however, some costly elements in the service: on ambulances and health visiting only Radnorshire spent more than Merioneth, whilst on home nursing the expenditure was £325 16s. 0d. per thousand population compared with the average of £236 11s. 0d., and the cost per visit was also high. In contrast, however, some parts of the service cost much less than the average. Thus expenditure per thousand population on child welfare centres, at £46 9s. 0d., was the third lowest in Wales. At £84 16s. 0d. per thousand population midwifery cost less than in any other Welsh county and the cost per case was the second lowest. Domestic help expenditure was also considerably below average (although the cost per case was not) and expenditure per thousand population on mental health was less than half the Welsh county average.

227. It was our impression that there was an enlightened approach to welfare in the county and that a real effort was made to help handicapped people. The

County Welfare Officer had had some training in social work but his full-time staff was small, comprising only an assistant (of A.P.T.II grading, who was occupied mainly with office work) and two social welfare officers responsible for blind welfare and for the generally handicapped. There was also a welfare assistant visiting both blind and other handicapped persons. Total expenditure per thousand population on welfare was above the average for Welsh counties but, as was almost inevitable in such a small unit, the service was uneven. Expenditure per thousand population on services for the physically handicapped was easily the highest in Wales, but that for blind welfare was below average. Administration was disproportionately expensive—with a figure of £179 9s. 0d. per thousand population Merioneth's welfare administration was the second most expensive in Wales and in fact cost more than did the provision of residential accommodation.

CHILD CARE

228. The Children's Department in Merioneth consisted of the Children's Officer (graded A.P.T.IV), a child care officer and a general clerk. The child care officer post had been allowed to lapse until recently, and for three years the Children's Officer had worked alone. The Children's Officer had had no specialist training, and in such a small department that deficiency must be a serious handicap.

229. When we visited the county (before the appointment of the child care officer) we were not surprised to learn that the Children's Officer had no time to spare for preventive work, and relied on the N.S.P.C.C. and social workers of other organisations to do what they could in that sphere. It had not been possible to board out as many children in Merioneth as one would have expected in a county of its type, and that had resulted in a relatively large number of children being cared for in the County Council's single large home at Ffestiniog. There were twenty-five children in this home when we visited the county; it will accommodate forty or more, but this is care of an institutional type which has a diminishing place in the modern concept of the service. There should be improvements following the appointment of the child care officer, who is to concentrate on implementing a boarding-out policy. The average number of children in care was forty-eight, a number which in our view was quite insufficient to support an independent department.

230. Even with such a limited service, the expenditure was little below average, being £424 18s. 0d. per thousand population compared with an average for Welsh counties of £427 14s. 0d.

OTHER SERVICES

231. Other services also showed the usual characteristics of the small county. The Treasurer's Department was a small one, with only two fully qualified accountants; it operated a keyboard accounting system only, since the unit was too small to warrant an installation based on punched cards.

232. Because of developments in the county the work load of the County Surveyor's Department was exceptionally heavy at the time of our visit. Merioneth received £481,000 in specific highway grants during the year, which compared with a total rate-borne expenditure on all services of £268,000; the cost of the maintenance and improvement of the roads (some 920 miles) in

Merioneth at £631,000 was in fact more than twice as much as the amount of money raised by precept for all county purposes. Only the commonest items of plant were actually owned by the County Council and the rest were hired.

233. Planning policy in the county was conditioned to a large extent by the fact that so large a part of it is included in the Snowdonia National Park and the County Council play a large part in the Park Joint Advisory Committee. In this sense perhaps planning achieves an importance in Merioneth which it does not always possess in small counties, and the cost of the service was correspondingly higher than average.

234. Merioneth is a constituent member of the Gwynedd Police Authority but the county has a separate Fire Service; its only full-time staff were the Chief Officer, one Sub-officer, five firemen and one firewoman, the remaining staff being on a part-time basis.

MONMOUTHSHIRE CHARACTER AND STRUCTURE

235. Although comparatively small in area (339,089 acres), Monmouthshire has a population of 335,580 which, amongst the Welsh counties, is second only to that of Glamorgan. Monmouthshire exhibits a great diversity of geographical features, but broadly speaking there are three main zones. First, is the highland or coal-field region of the north-west, consisting of valleys similar to those of north Glamorgan and associated mainly with coal-mining; second is the 'ridge and vale' country of the centre and east, generally rural in character, associated with agriculture, forestry and market gardening, but with pockets of industry at places such as Glascoed and Caerwent; finally there are the fen-like levels of the coastal strip along the Bristol Channel, which give way inland to gently rolling country devoted to horticulture and dairy farming. The industrial western part of Monmouthshire is predominantly Welsh in tradition but this is less true of the rural eastern part.

236. Monmouthshire contains the only new town so far established in Wales under the New Towns Act 1946. The town, comprising some 3,160 acres, is centred on the existing township and urban district of Cwmbrân and includes part of the neighbouring Pontypool Rural District. The present planned population of the new town is forty-five thousand. The largest county district is Pontypool Urban with nearly forty thousand inhabitants, but in contrast nine of the twenty-three county districts have fewer than ten thousand inhabitants each. The trend of population has naturally followed the county's economic fortunes, and during the depression of the 1920's and later there was heavy outward migration. Over the last twenty years or so, however, there has been a fairly steady growth of new industry in the county; the latest and most important example is the great new steelworks at Llanwern, just outside the county borough of Newport. This may accelerate the growth of population in the county, whose development plan envisaged a rise to 342,610 by 1971. The proportion of Welsh speakers in the population is 3.4 per cent.

RESOURCES

237. The rateable value of the county was £3,177,000 and the penny rate product £12,274. The rateable value per head of population (£9 12s. 0d.) was low in

comparison with the average figure for Welsh counties of £10 16s. 9d. Thus the rate deficiency grant of £1,648,000 was calculated at the quite high rate of 41.46 per cent of expenditure. It is expected, however, that the rateable value of the Llanwern steelworks, estimated at about £1 million in respect of the first stage, which has already been completed, and likely to be much higher if later stages are sanctioned, will result in a very substantial reduction in the rate deficiency grant if the works remain within the administrative county. The general grant was £3,703,000 and, in all, Government grants amounted to seventy-three per cent of the total expenditure of the Council; that expenditure (£9,352,000) was equivalent to a rate of 63s. 6d. in the pound.

SERVICES

EDUCATION

238. Apart from one divisional executive which served the Abertillery-Ebbw Vale-Nantyglo and Blaina area, educational administration was centralised. The Director of Education was assisted by a Deputy and by three graduate Assistant Education Officers, each responsible for one section of the administration, which was divided into primary, secondary and further education branches. The County Council were responsible for 267 primary schools, sixteen grammar schools, two bilateral schools and thirty-two secondary modern schools. There were also four technical schools and three residential special schools for delicate children, maladjusted boys and educationally subnormal boys respectively. In the field of further education there were seven establishments of varying types, including the jointly administered Newport and Monmouthshire College of Technology. Technical subjects were covered to at least Ordinary National Certificate level in two of those colleges, and specialist agricultural education was provided by the Institute of Agriculture at Usk.

239. The County Council had extensive inspection and advisory services, and inspectors or organisers covered physical education, science teaching, drama, music, domestic science, nursery teaching, rural studies, and youth work. The only significant omission appeared to be in connection with arts and crafts. For youth work they employed a County Youth Organiser with supporting staff and fifty-one part-time paid youth organisers covering the whole county. For youth employment there was a County Youth Employment Officer, his Deputy, a specialist careers officer and five area officers. The County Council were one of the few in Wales providing their own child guidance service: they employed educational psychologists, psychiatric social workers and a psychotherapist in the child guidance team, the services of a Consultant Psychiatrist being available in addition, on a sessional basis. A speech therapy service, with a staff of three full-time therapists, was also provided.

240. The cost of the education service, notwithstanding the exceptional demands upon it (the number of primary school children per thousand population was greater than in any other Welsh county and there were more secondary pupils than in most areas) and the good standard achieved, was barely more than the Welsh average when expressed in terms of expenditure per thousand population.

HEALTH AND WELFARE

241. Health and welfare services in Monmouthshire were controlled by separate

chief officers. As in other counties, some of the medical staff were engaged on both school medical and local health services, but there was also some specialisation. The County Medical Officer and his Deputy were assisted by a team of doctors headed by three Senior Medical Officers: one of these specialised in maternity and child welfare, one on the school medical service and the third on mental health. There was, too, an Assistant Medical Officer employed, whole-time, in supervision of the Deaf Unit. In addition there were eighteen Assistant Medical Officers and ten Area Medical Officers who were also Medical Officers of Health for combinations of county districts. The forty-seven health visitors also acted as school nurses and were under the immediate control of a Superintendent Health Visitor and her Deputy; in addition there were two specialist organisers of health education, one being part-time. In the field of nursing and midwifery there were sixty midwives (two part-time), sixty-one home nurses, nine district nurse/midwives and thirty-eight relief nurses; these all operated under the supervision of three Joint Supervisors. There was also an organiser, aided by four assistant organisers, who was responsible for the home help service. Arrangements were made for refresher courses and in-service training for staff of the Health Department.

242. The health services given in Monmouthshire covered a wider range than in many counties, especially as regards the school health service and mental health. For example, the Deaf Unit mentioned above was responsible for the diagnosis and treatment of deafness in children of all ages. In addition to the special audiology clinic, the County Council had a mobile clinic for the early detection of deafness and they held a weekly clinic for diagnosis and treatment of *otitis media*. They also employed a peripatetic teacher of deaf children and at one of their schools ran a special class for partially deaf children; there were too, special arrangements for early diagnosis, treatment and supervision of epileptics and a comprehensive child guidance service. In general, the service available to all types of handicapped children seemed to be of a high standard.

243. We have mentioned that a Senior Medical Officer dealt with mental health, and as a result the basis of a mental health scheme capable of meeting the demands of the Mental Health Act 1959 has been established. The County Council ran a diagnostic clinic for backward babies in addition to their child guidance service. Community care of mentally disordered persons in their own homes was dealt with by four trained mental welfare officers and the psychiatric social worker, and home teaching was provided by a trained occupational therapist. There were also four training centres in various parts of the county.

244. Other aspects of the health service not often covered in Welsh counties were the provision of peripatetic physiotherapists and a full-time chiropodist as part of the geriatric service.

245. These higher standards were reflected in generally higher costs and the total expenditure on the health services, both as a rate equivalent and per thousand population, was substantially above the average for Welsh counties. For child welfare centres, mental health and domestic help the expenditure per thousand population was the highest of the Welsh counties.

246. The staff of the Welfare Officer, excluding headquarters clerical staff, comprised ten area welfare officers and two assistants, six home teachers of the

blind, two occupational therapists and one family case worker. The Council had an agency arrangement with the Glamorgan and Monmouthshire Mission to the Deaf and Dumb. There were eight old people's homes and we understood that another two were to be opened shortly. The County Council ran social centres with regular meetings for both blind and other handicapped people. The family case worker was responsible for the welfare of problem families.

CHILD CARE

247. With an average of 405 children in care, the employment of a team of qualified officers could be fully justified. The Children's Officer was assisted by a Deputy, a Senior Child Care Officer and nine child care officers; at the time of our visit eight of these nine officers were professionally qualified. One large children's home had been closed, others are being replaced by smaller family group homes and a reception centre is being provided. The expenditure on this service per thousand population was only a little above the Welsh average and administration costs were less than in most Welsh counties.

OTHER SERVICES

248. While it does not appear necessary to discuss the other services of the County Council in detail, we think it right to state that the evidence we received showed that they were carried out on a scale permitting of an adequate degree of specialisation.

MONTGOMERYSHIRE

CHARACTER AND STRUCTURE

249. With an area of 510,110 acres Montgomeryshire is second only to Carmarthenshire in extent, yet the county is one of the least populous in Wales. It is roughly rectangular in shape and is unique in that it extends right across the Principality, from the English border to the coast at the head of the Dovey Estuary. It has common boundaries with Merioneth to the north-west, Denbighshire to the north-east, Shropshire to the east, Radnorshire to the south and Cardiganshire to the south-west. Its chief physical characteristic is the extensive area of high moorland country, particularly in the north and the south-west where the Berwyn mountains and the Plynlimmon range respectively extend into the county. The eastern part of the county is occupied by the basin of the upper Severn, into which the major tributaries flow through narrow valleys cut in the moorland plateau of central Montgomeryshire.

250. For many years the Montgomeryshire population has shown a gradual decrease, falling from 48,473 in 1931 to 44,228 in 1961, yet even now it is impossible to forecast that it has reached a level at which it can be maintained. Between 1951 and 1961, the population of the rural districts fell by 7.5 per cent and it was only because the urban areas showed a slight overall increase (1.9 per cent) that the total figure in the latter year was as high as 44,228. Thirty-two per cent of the population are Welsh-speaking, most of them living in the western half of the county.

251. The very limited industrial activity within the county makes it impossible to define any industrial regions in the normal sense of the term. Grouped together, the whole range of manufacturing industries employ only some two thousand

persons and it is only within the towns of Newtown and Llanidloes that the percentage of workers engaged in manufacturing industry reaches sizeable proportions. Agriculture and forestry provide the major sources of occupation.

252. For local government purposes the county is divided into ten county districts. The County Council's main offices are at the assize town of Welshpool, which with a population of under six thousand is the largest town in the county. The Education, Health, Police and Weights and Measures Departments are, however, housed at Newtown. The quarterly meetings of the Council are held alternately at Welshpool and Newtown.

253. The main towns are linked by daily bus services, but there are districts which are comparatively inaccessible and ill-served by public transport. However, the number of motor-car licences per thousand population (1960) was 174, second only to Radnorshire in England and Wales.

RESOURCES

254. The County Council's financial resources were low, whether expressed in absolute terms or per head of population. The rateable value was £368,000 (equivalent to £8 3s. 7d. per head, the lowest figure for any county in England or Wales) and the product of a penny rate was only £1,131. In consequence the rate deficiency grant was high, being at the rate of 75.12 per cent¹ of expenditure, the highest percentage paid to a county council in England or Wales; the actual sum paid was £637,000. The general grant was £623,000, and taking all grants into account eighty-eight per cent of Montgomeryshire's income was derived from Exchequer sources, a higher percentage than for any other county in England or Wales. The total expenditure on all services was £1,993,000; that sum, expressed as a rate in the pound, was 149s. 3d., which was a poundage fifty per cent above that for Merioneth, the next highest county; the precepted rate of 16s. 0d. was, however, the fifth lowest in Wales. The loan debt per head of population at £41 1s. 9d. was more than double the average for Welsh counties, being exceeded only by that in Anglesey, where there were special features due to the County Council being the water undertakers.

SERVICES

EDUCATION

255. At primary level, Montgomeryshire had 4,287 children attending seventy-nine schools, and in such a rural county a preponderance of small schools is inevitable. There were nine secondary schools, comprising one secondary modern, one grammar, six comprehensive and a technical school. The scale of provision of grammar school places was high, varying from about thirty-three per cent of the appropriate age-group in Welshpool to about sixty per cent in Llanfyllin. Even so, the absolute numbers were so small that organisation of sixth form work must have been difficult.

256. The Council have claimed that they were the first authority to reorganise

¹ Owing to exceptional factors the percentage for the year 1960-61 was inflated. For 1961-62 it was 69.07 per cent, but this percentage also was the highest for any county in England or Wales.

their schools under the Education Act 1944 and the first in Wales to provide secondary education for all their pupils.

257. The College of Further Education at Newtown provided for further education to a non-advanced level in agriculture, commerce and industry. Full-time and day-release courses were provided and a number of students from neighbouring counties attended; for example, it had become the centre for a course for blacksmiths and agricultural mechanics which attracted students from a wide area. Arrangements were made for students wishing to take advanced courses to attend technical colleges at Shrewsbury and Wrexham. The Authority maintained two special residential schools for educationally subnormal children (one for girls and one for boys) and received children from nearly all other Welsh counties. Its expenditure per thousand population on this provision was higher than that of any other Welsh county.

258. The only specialist organisers employed were for physical education, music and infant method. Inspection work was carried out by the Director and his Deputy in such time as they could spare from their administrative duties. For youth work the county utilised the services of the Assistant Further Education Officer. There were no clubs organised by the Authority, but it gave financial assistance to individual clubs and county youth organisations. The youth employment service was controlled by a Youth Employment Officer who was also the Further Education Officer, and there was one assistant; we are inclined to doubt whether an adequate system of vocational guidance can be given in this way.

259. The rate equivalent of education expenditure amounted to 70s. 4d., by far the highest figure for the Welsh counties, which had an average of 32s. 4d. In spite of the limited inspection service, administration and inspection expenditure of £832 per thousand population was the second highest in Wales and compared unfavourably with the average of £584. Expenditure on primary and secondary education was in each case well above the average—£8,092 and £8,247 respectively compared with £6,355 and £6,200; but for further education the figure was low—£1,753, compared with £1,995. In explanation of the high cost of the education service the Council said that the number of pupils in secondary schools per thousand population was above average and that the number of pupils per secondary school was below average; in addition, the schools were mainly post-war, spacious and of high rateable value, and it was necessary to allow for the relevant loan charges. Other factors were the cost of transport of pupils, and of the special schools. Some of these factors undoubtedly contributed to the high cost, but we believe that the small size of the education unit was the dominant cause.

HEALTH AND WELFARE

260. The Medical Officer of Health supervised the full range of health services with the assistance of one full-time and two part-time medical officers. Clinical work was done mostly by the three Assistant Medical Officers of Health, two of whom were also part-time district medical officers. Three small clinics have been built in recent years at Welshpool, Newtown and Machynlleth; general practitioners in those areas used them for ante-natal and post-natal clinical work, but elsewhere the work was carried out in adapted premises, local hospitals or doctors' surgeries.

261. As is usual in a rural county, the three nursing services overlapped to a certain extent and supervision was undertaken by one Superintendent Nursing Officer. Of the twenty-one district nurse/midwives, fourteen also undertook health visiting and school nursing duties. There were also four health visitor/school nurses, one of whom had been trained on audiometric work. We felt that the employment of more health visitors and nurses would have been justified, but we recognised that even with the staffing level as it was the expenditure was heavy; thus the expenditure on health visiting per thousand population was £135 7s. 0d. compared with the Welsh county average of £78 10s. 0d. The domestic help service in Montgomeryshire was supervised by a full-time organiser.

262. The Council did not have their own ambulances, the service being provided by the St. John Ambulance Brigade on an agency basis, with sitting-case cars provided by volunteer car drivers and taxi owners. Such a system must, we considered, be less satisfactory than one where the service was fully under the control of the Health Authority.

263. There were over a hundred mental patients in the county under statutory supervision, but the County Council's scheme under the Mental Health Act was, as yet, in the early stages and relatively little was spent on the mental health services. The Council's medical officers were assisted by a psychiatric social worker appointed jointly with Radnorshire and Breconshire County Councils and the Hospital Management Committee. A junior training centre for the mentally disordered has since been opened.

264. The entire staff of the Welfare Department consisted of the County Welfare Officer, who also acted as Registrar of Births, Marriages and Deaths, a part-time district welfare officer, an office staff of two and a home teacher for the blind. The County Welfare Officer had not received any specialised training for the work and certainly at the time of our visit to the county it appeared that there was little prospect of his being able to undertake any training.

265. Notwithstanding the fact that Montgomeryshire's expenditure on the welfare services, per thousand population, was twenty-six per cent greater than for the average Welsh county, it was evident that with so small a department it must have been difficult at times to provide even a minimum service. It was noteworthy that expenditure on residential accommodation per thousand population was the third highest in Wales, being £472 15s. 0d. compared with an average of £335 4s. 0d. The scale of provision was high; at the end of 1960 the proportion of old persons accommodated was 3.26 per thousand population, a figure far higher than the average and in fact the second highest in Wales. Five homes, all in adapted premises, had accommodation for about 160 old persons. These facts, coupled with the evidence that the Council's expenditure per thousand population on the home nursing service was the lowest for any Welsh county and bearing in mind also the low percentage of long-term cases receiving home help, seemed to indicate that the Council were more inclined to place old persons in residential homes than to provide the services which would enable them to remain in their own homes.

266. Expenditure on the special welfare services also indicated the provision of a service of minimum standards. The service for blind persons per thousand

population cost less than in all but one of the Welsh counties (£30 6s. 0d. compared with an average of £70 7s. 0d.); it was provided partly by the Council themselves and partly by the North Wales Society for the Blind, but visits to older blind people were very infrequent (once every six months, we were told) as the teacher concentrated on those to whom she was teaching Moon or Braille. The Council contributed to the Chester and North Wales Society for the Deaf and Dumb for the provision of a service to the deaf and/or dumb; the Society provided a visiting service and arranged for training. Until 1961 the Council had provided no service for generally handicapped persons, but a survey was then instituted and a register compiled. In a county with such a small population as Montgomery, however, the case load was unlikely to be sufficient to justify the employment of the range of specialists and trained field workers considered necessary to develop the welfare services on modern lines. Moreover, however willing the Council may be to provide a service, the size of the population and the county's financial resources must have a limiting effect on the extent of the provision which can be made.

CHILD CARE

267. The average number of children in care was twenty-nine, which was equivalent to 0.6 per thousand population. That was one of the lowest proportions in Wales, which was hardly surprising when one had regard to the structure of the department. The entire supporting staff of the Children's Officer consisted of a clerk/shorthand typist, and it was difficult to conceive that there could be anything other than a token service. We found it difficult to understand how the Children's Officer could take leave except on odd days, and it was admitted that if for any reason he could not attend to his duties for a period of time the Council would be forced to call upon another county to help them.

268. An average of eighty-one per cent of the children were boarded out, but we understood that there was considerable difficulty in finding suitable foster parents. The Council had one children's home catering for eleven children, and that home was also used as a reception centre; if at any time the home was full, children were accommodated by the Salop County Council. The expenditure on the service per thousand population was the lowest in the Welsh counties (£186 10s. 0d. against the average of £460 3s. 0d.). As with the welfare services, the case load was so small that the provision of various types of homes and the employment of trained staff could not have been justified.

OTHER SERVICES

269. The County Council's smallholding estate is the largest in Wales. The County Land Agent had an Assistant Land Agent, a Building Surveyor and fourteen outside staff. The service entailed annual expenditure of £40,000 before deducting specific Government grants.

270. The Treasurer's Department was too small to warrant the installation of a fully mechanised accounting system and use was made of an outside organisation for the processing of some of the figures.

271. The Architect's and Planning Departments were combined and it seemed that the organisation was more concerned with the architectural side than the planning side as only two officers, graded A.P.T.III and A.P.T.II, were employed

on the latter service. It was difficult to see how anything more than a rudimentary system of day-to-day planning control could be provided with such a small staff. Since the War the Architect's Department have successfully coped with what for a small county has been a substantial programme of school building.

272. Montgomeryshire is a constituent member of the Mid-Wales Police Authority and the Council combine with Denbighshire in a Joint Fire Service Committee.

PEMBROKESHIRE

CHARACTER AND STRUCTURE

273. Situated in the south-west corner of the Principality, Pembrokeshire has an area of 393,007 acres and a population of 93,980. The southern portion of the county, with its wide extent of lowland and the deeply penetrating sea inlet of Milford Haven, has been anglicised for many centuries. The line of castles from Roch to Laugharne was, we were told, the boundary marking the limits of 'Little England Beyond Wales'. In contrast, the more rugged northern part is still essentially Welsh in speech and tradition; over the whole county twenty-four per cent of the population are Welsh-speaking. The north-east of the county contains Mynydd Preselau which rises to 1,760 feet at Foel Cwmcerwyn, and this eminence is at the centre of an upland area with numerous subsidiary hills. The remainder, and greater part, is mostly undulating with an average elevation of two hundred to three hundred feet above sea level.

274. The major occupation in the county is agriculture. All types of farming are carried out, ranging from dairy farming in the central region to sheep rearing and grazing on the foot-hills of Mynydd Preselau, but in recent years there has been a tendency to move away from the traditional dairying pattern towards the production of early potatoes. Fishing has long been the staple industry of Milford Haven but for many years it was declining; with the advent of a fleet of modern trawlers, however, it is hoped that the industry will take on a new lease of life. At various places on the coast, for example in the Tenby area, there is also a thriving tourist industry. In recent years the deep water facilities of Milford Haven have led to the establishment of a major oil refinery (a second one, also, is projected) and an oil terminal, but in terms of permanent employment their effect has not been as great as was at first expected.

275. The population of the county declined from its peak of over ninety-six thousand in the middle of the nineteenth century to its lowest figure of about eighty-five thousand in 1947. It then commenced a gradual but steady increase and in 1961 the figure was nearly ninety-four thousand. The 1971 population, as forecast for development plan purposes, was ninety-two thousand but it now seems likely that the actual result will turn out to be nearer one hundred thousand. Slightly over fifty per cent of the population are concentrated in the urban areas such as Milford Haven (12,802), Pembroke (12,737, including Pembroke Dock) and Haverfordwest (8,872); in the rural areas the average density is one person to eight acres.

276. For local government purposes there are eleven county districts. The administrative centre and place of Assize and Quarter Sessions is Haverfordwest, which is the major market town and shopping centre in the county; the other main urban centres—Milford Haven, Pembroke, Tenby and Fishguard—are of

local importance, but each of them has a hinterland of far less extent than Haverfordwest. Cemaes Rural District to some extent falls within the sphere of influence of the town of Cardigan across the county boundary, and there is considerable travel to work from the rural district into the town.

RESOURCES

277. The rateable value of Pembrokeshire was £855,000, equivalent to £9 0s. 0d. per head of population; the product of a penny rate was £3,526. The total expenditure was £3,024,000 of which approximately seventy-five per cent was met from grant, including general grant of £1,139,000 and rate deficiency grant which amounted to £565,000. Although for 1960-61 the rate deficiency grant was equivalent to 43.83 per cent of the expenditure qualifying for grant, it is understood that for 1961-62 and 1962-63 the proportion will be much reduced and will fall to between thirty-three per cent and thirty-five per cent of the relevant expenditure. The total expenditure was equivalent to a rate of 71s. 5d. in the pound; after deducting grants, the actual rate precepted was 20s. 6d., the highest for any Welsh county.

278. The policy of the County Council was to raise loans even for small items of capital expenditure, and that practice was no doubt partly responsible for the net debt per head of population being well above the average for Welsh counties (£33 9s. 8d. compared with £17 13s. 11d.).

SERVICES

EDUCATION

279. There were in the county 125 primary schools, containing some 9,600 pupils, and twelve secondary schools of varying kinds. Many of the rural schools were small and some of them were in substandard buildings.

280. The Director had a qualified Deputy, but with that one exception there was no professional assistance on the administrative side. The Education Authority employed no inspectors of its own and the only specialist organisers were in physical education, music, agriculture and horticulture, whilst one officer was employed jointly as organiser for further education and youth work. Use was made of the services of the educational psychologist employed by Carmarthen-shire County Council. Pembrokeshire was the only county in Wales which did not elect to take over the youth employment service; that service is accordingly administered by the Ministry of Labour.

281. The only provision made for technical education was at the Technical College at Neyland which catered for almost five hundred part-time students. Courses, of a comparatively elementary standard, were provided in engineering, building, commercial subjects and pre-nursing and there was also a full-time secretarial course; for more advanced training students had to travel outside the county. Expenditure on further education was low: at £1,636 per thousand population it was well below the average of £1,995 for Welsh counties and it was in fact the third lowest figure. Courses in agricultural science and rural domestic economy were run at Pembroke Grammar School, which had its own farm attached; apart from this, almost no other agricultural education was offered in the county and expenditure under this head, at £12 0s. 0d. per thousand

population, was well below the average of £96 0s. 0d. for Welsh counties and was the lowest in Wales.

HEALTH AND WELFARE

282. The medical staff of Pembrokeshire's Health Department consisted of the County Medical Officer, his Deputy, one full-time and three part-time medical officers; some other doctors occasionally worked for the Council on a part-time sessional basis. Until recently, the provision for ante- and post-natal clinics and child welfare centres was poor, but this service is now being developed and some new premises are being built. In 1960-61, however, expenditure was still at a very low level, namely £36 4s. 0d. per thousand population compared with the average for Welsh counties of £118 11s. 0d.

283. The midwifery, health visiting, home nursing and school nursing services were organised by the Chief Nursing Officer. Most of the fifty-five nursing personnel combined all of the duties mentioned, but of the five full-time health visitors two were specialists: one dealt with tuberculosis cases and problem families and the other with mental health. A separate organiser was employed for the home help service, which as in most counties was more in the nature of a welfare service (about seventy-five per cent of the cases attended were elderly people). Expenditure on this service was exceptionally low, namely £98 0s. 0d. per thousand population compared with the average of £241 3s. 0d. for Welsh counties.

284. The overall expenditure on the local health services per thousand population was the lowest for any Welsh county; in particular the cost of child welfare centres was sixty-nine per cent below the average for Welsh counties and the cost of the domestic help service was fifty-nine per cent below average—in both cases the lowest of all Welsh counties. On the other hand the cost of health visiting was almost twice the average for Welsh counties.

285. The Council have recently established their own ambulance service under an Ambulance Officer and with a radio control system the service is now more effectively organised.

286. In the sphere of mental health, the Council had mental welfare officers, a mental health visitor, a full-time psychiatric social worker, two home teachers for the mentally subnormal and an occupational therapist. No training centres had been provided, but the Council were considering the establishment of centres at Pembroke Dock and Haverfordwest. Weekly group training sessions for the mentally disordered were held at four centres in the county.

287. The Council's Welfare Department was in charge of a separate County Welfare Officer, but he had had no formal training in that work. He was assisted by seven part-time district welfare officers, who also acted as registrars of births, marriages and deaths and as mental welfare officers. The Council provided residential accommodation for about 160 old people; more than half of the accommodation was in former poor law institutions, but improvements were planned. The level of provision (1.6 beds per hundred people over sixty-five) was just about the average for Wales. Expenditure on residential homes was low, namely £281 12s. 0d. per thousand population compared with the average of £335 4s. 0d. for Welsh counties; it was, in fact, the lowest for any Welsh county.

Similarly, the expenditure per thousand population on the welfare services as a whole was about twelve per cent below the average for Welsh counties.

288. For blind persons the Council employed two home teachers, and extra services were provided by the Royal National Institute for the Blind, to whom the Council made a financial contribution.

289. The Council have recently started to compile a register of physically handicapped persons and 192 persons were so registered. Pembrokeshire was one of three Welsh counties which spent nothing at all on services for the physically handicapped during the year 1960-61. The county did little, either, for the deaf and/or dumb and the hard of hearing, and the impression we gained of the welfare service was that of a minimum service provided at the least possible cost.

CHILD CARE

290. The male Children's Officer was assisted by a female child care officer; we understand that a vacancy for another child care officer has not been filled. The average number of children in care was sixty-eight, equivalent to 0.7 per thousand population which is below the average ratio for Welsh counties; the proportion of children boarded out, however, was at eighty-two per cent the highest for any Welsh county. Expenditure per thousand population on the children's services was forty-eight per cent below the average for Welsh counties, and that appeared to be due mainly to the exceptionally low expenditure on the Council's residential homes (£52 11s. 0d. per thousand population compared with £248 17s. 0d.).

OTHER SERVICES

291. The only mechanical aids in the Treasurer's Department were a comptometer and a keyboard accounting machine. The then Treasurer considered that the size of the authority and its work load were too small to warrant the introduction of a punched card installation.

RADNORSHIRE

CHARACTER AND STRUCTURE

292. Radnorshire's area of 301,165 acres makes it the third smallest among Welsh counties; its population of 18,431 is less than that of any other county in England or Wales. The county is bordered on the north by Montgomeryshire and on the south and west by Breconshire, while it also shares a short boundary with Cardiganshire in the west; its eastern neighbours are the English counties of Herefordshire and Shropshire. The average altitude of Radnorshire is over one thousand feet and there are high moorlands rising to two thousand feet above sea level, broken by the deep and narrow valleys of the Wye and its tributaries. The Ithon Valley opens out into a high basin around Llandrindod Wells, while the Wye, which divides the county from Breconshire, runs through a lowland area centred on Builth Wells (Breconshire).

293. There is relatively little arable land in the county, and the majority of the agricultural holdings are small; seventy-five per cent are less than one hundred acres and, of these, two-thirds have fewer than fifty acres—although many have extensive grazing rights on the surrounding hills. Except for the drain on its population, the county was left untouched by the industrial revolution, since it

offered neither coal nor iron, but there is a small amount of quarrying for road stone and a few small light industries have been introduced at Llandrindod Wells, Rhayader, Presteigne and Knighton. A notable feature of employment in the county is the high percentage of workers engaged in service industries, including the tourist industry and national and local government; around sixty-one per cent of employed males and eighty-seven per cent of employed females are so engaged. Forestry is an important and increasing user of land, but it employs relatively little labour. The Birmingham Corporation Waterworks and the associated catchment areas of some forty-five thousand acres in the extreme north-west of the county also employ comparatively few people, but the rateable value of these installations contributes substantially to the financial resources of the county. Llandrindod Wells at one time enjoyed considerable popularity as a spa; it is the only Welsh spa recognised by the British Spas Federation. There are still some treatment facilities but these are now little used. The town is, however, important as a tourist centre.

294. The population of Radnorshire has been falling since 1881 and even in the ten years from 1951 to 1961 it fell from 19,993 to 18,431. Nearly all this loss was from the rural districts, the urban districts of Knighton and Presteigne showing only slight losses and Llandrindod Wells a very slight gain. Radnorshire as a whole is very sparsely populated: if one excludes the three urban districts, which account for less than three per cent of the county's area and yet contain nearly thirty-four per cent of its population, the degree of sparsity over the remainder of the county is very marked, for there are only 12,176 people spread over 292,998 acres. The County Council's estimate that the population would be 20,350 in 1971, a forecast given in the 1957 review of the county development plan, was based on their expectation of receiving 'overspill' population from Birmingham; as yet, however, there are no signs that this is likely to materialise and in any case there is little prospect of any substantial increase of population. Of the total population 4.5 per cent are Welsh-speaking.

295. Local government functions are shared between the County Council and eight county districts.

296. Radnorshire is unique amongst Welsh counties in that more than half the road mileage in the county is unclassified. The absence of any heavily built-up areas is illustrated by the fact that the county is reported to be without a single set of traffic lights; the proportion of motor car licences at 180 per thousand population (1960) is, however, the highest for any county in England and Wales. The four towns of Radnorshire—Llandrindod Wells, Knighton, Presteigne and Rhayader—are linked by daily bus services, but bus services to outlying settlements are only occasional. None of the offices of the district councils is more than twenty-six miles from Llandrindod Wells, but in present day conditions it would be virtually impossible for members from many parts of Radnorshire to take an active part in county affairs without the use of a motor car.

297. There is a considerable community of interest between areas on opposite banks of the Wye where it forms the boundary between Radnorshire and Breconshire. For example, Llanwrtyd Wells Urban District and Builth Rural District in Breconshire share chief officers and premises with their neighbours Colwyn Rural District in Radnorshire, and Hay Urban District and Hay Rural District in Breconshire have similar arrangements with Painscastle Rural District in Radnorshire.

RESOURCES

298. The rateable value per head of population was £12 12s. 0d., the highest figure among the Welsh counties except for Flintshire. The actual sum of rateable value was, however, only £241,000 and a penny rate yielded only £961, in each case the lowest figure for a county in England and Wales. Population is so sparse that there are only eighteen persons per mile of road and as a result, despite the relatively high rateable value per head, Radnorshire qualified for the second highest percentage of rate deficiency grant of all the counties of England and Wales—namely, 63.57 per cent; the actual sum paid was £279,000. Total expenditure was £929,000 or the equivalent of a rate of 85s. 0d. in the pound; the actual rate precepted was 15s. 9d. in the pound. General grant amounted to £248,000 and, taking all grants into account, eighty-four per cent of the county's expenditure was met from Exchequer sources. As an illustration of the small product of a penny rate, it might be noted that the salaries of the designated chief officers alone amounted to the equivalent of a rate of about 1s. 9d. in the pound.

SERVICES

299. In discussing the individual services in the following paragraphs, we record the fact that in a number of spheres the costs of providing services were very high. We fully appreciate that sparsity of population makes it more expensive to provide most services; but we are also convinced that the absolute smallness of the total population of the county raises costs inordinately.

EDUCATION

300. The difficulty of Radnorshire's position as a local education authority was obvious. The pattern was one of small schools, as the thirty-seven primary schools included only some 1,600 pupils in all. Despite the obvious need in these circumstances, the Council had no specialist organisers, the Director of Education himself spending half his time inspecting and advising; and since he had no deputy and only one unqualified administrative assistant (A.P.T.V) there could be no question of administrative specialisation.

301. Although forty-two per cent of secondary pupils received grammar education, in actual numbers that amounted to only some 582 pupils who were divided between two schools, one at Llandrindod Wells and the other at Presteigne. Whilst for primary education there were reciprocal arrangements with adjoining counties, the failure to secure such arrangements for secondary education involved both excessive travelling for grammar students and wasteful duplication in secondary modern schools. We have given examples of these defects in the section on Breconshire (paragraph 105). A Further Education Officer was appointed in 1960 and a further education establishment for commercial subjects was opened at Llandrindod Wells in the same year, but otherwise there was no provision for technical education in the county. We have already referred to the failure to agree on the joint provision of a rural technical institute to serve both counties, which has resulted in Breconshire making independent provision at Penlan, Brecon. There was a Youth Employment Officer but he had no assistant; it is understood that the Council intend to engage a full-time youth leader in 1962-63.

302. Education costs (both per pupil and per thousand population) were

generally very high despite the fact that the County Council spent considerably less than the average on aids to pupils, on further education and agricultural education and on facilities for recreation.

HEALTH AND WELFARE

303. The County Medical Officer was also the County Welfare Officer. There were three part-time school medical officers who were paid on a sessional basis, but essentially the County Medical Officer was working single-handed. Radnorshire leaned heavily on the hospital service to supply the basic specialist facilities, and on general practitioners for day-to-day needs. We accept that all branches of the health service must work together, but it is surely unfortunate that a health authority should be such an ineffectual partner. It is clear from recent reports of the County Medical Officer that there are serious difficulties in running a comprehensive health and welfare service in a county having so small a population as Radnorshire, and quotations from one report are given in later paragraphs.

304. All the nursing staff were employed by the Radnorshire County Nursing Association, acting as agents of the Local Health Authority; there were twenty-three in all, including health visitors. Most of the nurses were engaged on combined duties and they were all under the control of a Superintendent Nursing Officer, who also acted as Home Help Organiser.

305. The coming into force of the Mental Health Act 1959 has created new difficulties for the County Council. According to the 1960 Report of the County Medical Officer, 'Radnorshire has a very high admission rate to hospital of the mentally ill and also for "ascertained" subnormal patients'. The Council had the part-time services of a psychiatrist employed by the Hospital Board and also of a psychiatric social worker employed by a Hospital Management Committee. The nursing staff have been given responsibility for the domiciliary supervision of mentally ill patients, each district nurse having been designated as a mental welfare officer. The amount of special training for this work which it is possible to give to nurses already fully occupied on other duties must be small, and it is clear that the system is far from satisfactory. The County Medical Officer has said (and here we quote again from his 1960 Report): 'I cannot say that I am entirely happy with the present arrangements. We have found, for instance, that many of the district nurses are reluctant to deal with this side of their work. It may well be that the needs of an expanding service will necessitate our making other arrangements, although it is difficult to see what else can be done'. The Authority has decided that the number of patients in the county is too small to warrant the independent provision of a training centre and arrangements will therefore need to be made with neighbouring authorities. The County Council did not employ a home teacher to give domiciliary training and under the present system of organisation there seems little prospect that adequate care in the community, as opposed to institutional treatment, will be provided for the mentally ill in Radnorshire.

306. The ambulances in the county were run on an agency basis by the Welsh Committee of the Red Cross and Order of St. John; the County Council provided sitting-case cars by means of private hire. It was evident from the 1960 Report of the County Medical Officer that the system was not satisfactory and it was certainly not cheap, as the expenditure per thousand population was the

highest in Wales at £503 17s. 0d., compared with an average for Welsh counties of £297 5s. 0d.

307. Expenditure per thousand population on health visiting, home nursing, mental health, tuberculosis services, domestic help and, as already mentioned, the ambulance service, was very high—in fact the cost of the tuberculosis and ambulance services was the highest in Wales, as was the cost of administration. Generally speaking, the cause of the above-average expenditure lay rather in the high unit costs than in the number of cases attended; for example, the cost per visit of a health visitor was far above the average and, for domestic help, the cost per case was the highest in Wales.

308. The entire professional staff of the County Medical Officer, in his capacity as Welfare Officer, consisted at the time of our visit of one home teacher for the blind, but it is understood that a post of occupational therapist has recently been created. The Chester and North Wales Society for the Deaf and Dumb undertook some visiting in the county and the hope was expressed to us that it would be possible for some of the health visitors to receive training in the welfare of handicapped persons; this was, however, only a hope and if it should be realised it would mean even less time for other health visiting duties.

309. The standard of care of the old people in Radnorshire's two homes appeared to be high, but that apart, we cannot say more than that welfare services in the county were extremely limited; yet in spite of this limited service the total expenditure on the services per thousand population was almost the highest of those of the Welsh counties. The expenditure per thousand population on residential welfare accommodation in old people's homes was the second highest among the Welsh counties and the expenditure per thousand population on welfare services for the blind was also second highest. There were more physically handicapped persons registered in the county than in five other and more populous counties, yet on this part of the service only £2 2s. 0d. per thousand population was spent, compared with the Welsh county average of £19 1s. 0d.

CHILD CARE

310. The total staff of the Radnorshire Children's Officer consisted of one clerical assistant, who also had duties in connection with the home help service and was in addition Superintendent Registrar of Births, Marriages and Deaths for Radnorshire East. The Children's Officer herself, in addition to carrying out her duties under the Children Act and the Children and Young Persons Act, also served as the County Probation Officer and was responsible for home visits and preparation of reports for all juvenile courts. Admittedly the case load in Radnorshire, with an average of only twenty-five children in care, did not justify a larger staff on a *pro rata* basis, but the difficulties facing a single-handed officer can hardly be overstated. It was fortunate indeed that there was good co-operation between the Children's Officer and her opposite number in Breconshire, for it was the latter officer who took over during annual holidays and in case of sickness. The children's service in Radnorshire depended entirely on the county's one officer, yet at the time of our visit her grading was only A.P.T.I and even now is no higher than A.P.T.III. There was only one children's home in Radnorshire, which catered for all categories and ages of children from three to fifteen years.

311. The children's service in Radnorshire was relatively expensive; expenditure per thousand population was above average, whilst the cost per child week (excluding debt charges and rent) in the Council's children's home was the third highest of any county of England or Wales, taking account only of homes of the same general level of size.

312. We were in little doubt that the children's service in Radnorshire had, inevitably, to be organised on a scale which could not permit of a reasonable degree of effectiveness.

OTHER SERVICES

313. Of the other services, the Treasurer's Department was very small. There was no system of internal audit or of expenditure control and no costings were undertaken in the department. Because of the lack of an internal audit system the Treasurer personally issued all receipts and prepared the paying-in slips for banking. In our opinion the unit was too small for any substantial degree of mechanisation.

314. The Architect's and Planning Departments were combined in Radnorshire. The limited amount of development control work can no doubt be dealt with by the small staff available, but the significant point is that on the major planning issues the county has problems which are common to a much wider area than is contained within its own boundaries and it is doubtful whether these aspects could possibly receive the attention they deserve.

315. The Surveyor's Department was very small and had very little mechanical equipment. In fact it did not have any lorries, all haulage being provided by local contractors. The divisional surveyors had no clerical assistance and were personally responsible for the preparation of wages sheets, requisitions, certification of accounts etc.

DEPENDENCE ON OTHER AUTHORITIES AND BODIES

316. Of the counties in Wales, Radnorshire is the least able to provide its own independent services. Thus for many of their services the County Council depend upon other authorities or bodies, the actual mode of operation varying from full integration in a joint body to *ad hoc* arrangements covering a part of a service. The services provided by these means include the police and fire services, special schools for delicate, deaf and educationally subnormal children, speech therapy, mental health, home nursing, health visiting and midwifery (these last three are provided by a county nursing association), ambulances, child care and all technical education.

Chapter 5. The Size of the County Unit

SIZE AND EFFECTIVENESS

317. We commenced our task without preconceived ideas. By the time we had completed the first stage of our investigations prior to publication of our Draft Proposals, having, that is to say, considered the replies to our early questionnaires, having held discussions with representatives appointed by the authorities

to meet us and having subsequently visited the counties, it had been borne in upon us that there is a close relationship between the size of a local authority in terms of population and resources and its effectiveness. There is a strong presumption in favour of this view in the description of county functions which we have set out in Chapter 3. It was confirmed by a consideration of the record of the different county authorities in carrying out their duties as described in Chapter 4. It had already become clear that a mere tinkering with county boundaries was not enough. Something much more radical was necessary if we were to discharge our task faithfully.

318. In measuring the effectiveness of the existing counties in Wales against the background of their functions and performance, regulation 5 of the Local Government Commission Regulations 1958 has given us some guidance in the following terms:

'In assessing the effectiveness of any local government organisation of a review area the Commission shall have regard to, *inter alia*, the extent to which the size and distribution of population and rateable value and the boundaries of administration of the various local services provide adequate resources and allow adequate scope for the efficient and economical discharge, over suitable areas, of all the functions exercisable by the local authorities concerned'.

319. First comes the question of size of population. Many of the personal services are related to this factor both quantitatively and qualitatively. The size of population determines the extent of the demand for a particular service or part of a service, and this in turn governs the variety and extent of both specialist staff and institutions.

320. The 1958 Act lays down no minimum population size for counties, but for county boroughs, which cover all the functions which we have described, a population of one hundred thousand is given as the normal qualifying limit. We cannot ignore, either, the delegation provisions of the 1958 Act under which it is only in urban areas with a population of over sixty thousand that authorities can claim to exercise, as of right, those education, health and welfare functions which are capable of being delegated. The inference we draw is that Parliament evidently considered that a population of less than sixty thousand was normally insufficient to support even the limited range of functions covered by the delegation provisions of the Act. It would seem to follow that a county exercising its full range of functions normally needs a population substantially above this figure.

321. At this point we would wish to deal with the question of financial resources, which appear to us to have a vital bearing on our problem. As shown above, regulation 5 of the Local Government Commission Regulations 1958 specifically mentions rateable value and resources, while under regulation 7 one of the factors to be taken into account is 'Financial resources measured in relation to financial need'. The total financial resources available to an authority are made up of its rate income together with Government grants (ignoring the minor element of income from trading services). The grants consist of specific grants, general grant payable to all counties and county boroughs and rate deficiency grant payable only to those authorities whose rateable resources per head of population are below the average for England and Wales.

322. The rateable values of the Welsh counties are given in Appendix I. In April, 1961 they ranged from £240,800 for Radnorshire to over £8.3 million for Glamorgan. Seven of them fell well below £1 million and four of those were below £½ million. By contrast, in England only one county fell below £½ million in rateable value and of the five that were below £1 million three were only marginally so. At the other extreme there were five counties (excluding London) in England with rateable values exceeding £20 million.

323. As the rateable resources per head of most of the Welsh counties are very low, all of them except Flintshire receive rate deficiency grant. For 1960-61, this grant—expressed as a percentage of expenditure—varied from 24.42 per cent for Caernarvonshire to 75.12 per cent for Montgomeryshire.

324. For all counties a substantial proportion of expenditure is now met by Government grants, and for Welsh counties this proportion ranges from about sixty per cent in Flintshire to over eighty-eight per cent in Montgomeryshire. In the case of the seven Welsh counties with the lowest populations, at least seventy-four per cent of their expenditure is met by Government grants. These are the counties, too, where unit costs are highest and where we think that much needs to be done to improve their services. We find it difficult, therefore, to be satisfied in the case of most of these counties that the appropriate rateable value by itself provides adequate resources and allows adequate scope for the efficient and economical discharge of all the county functions, as required by regulation 5.

325. It has been claimed by a number of authorities that since the introduction of the equalisation grant (later, rate deficiency grant), the actual level of rateable resources is no longer of any significance. We cannot accept this argument, and we are reinforced in our view by the following extract from the published evidence of the Ministry of Housing and Local Government which, although given to the Royal Commission on Local Government in Greater London⁽¹⁾, is clearly meant to be of general application:

'... the fact that the Exchequer stands in to assist by rate deficiency grants authorities whose resources are below average emphasizes the need to ensure that each unit is constituted to stand the tests of viability and efficiency on ordinary standards without regard for the Exchequer assistance'.

326. It is true that rate deficiency grant brings the resources per head of the population of a county (weighted where necessary to take account of sparsity) up to a standard level, but this grant can have only a limited effect upon the *total* resources of a county. In the case of a small county, its resources, even after allowing for grant, will remain low in total and what we have to consider is whether these resources are adequate for its needs.

327. The basic need of all counties is the same, namely to provide effective service over the whole range of their functions. There are however quite significant variations between the counties in the proportions of expenditure devoted to a particular service. For all counties in 1960-61 the major expenditure was on education but this varied from 44.8 per cent of total expenditure in Merioneth to 68.0 per cent in Glamorgan. In the case of highway expenditure the position was reversed, with Merioneth having the highest proportion of expenditure at 37.4 per cent and Glamorgan the lowest proportion at 7.0 per cent.

¹ *Memoranda of Evidence of Government Departments*. Page 130.

328. For purposes of comparison between one authority and another expenditure per head of population or per thousand population is generally taken as the basis, and in our references to individual counties we have given these figures for some services. We realise that it is a crude index of comparison, as it takes no account of variation in standards as between one authority and another, and we have seen for ourselves how great these variations can be. However, we think the comparison is a useful one and accordingly we have set out in Appendix X the costs per head of the main services for the year 1960-61 for the thirteen Welsh counties in order of population. There are, however, factors which distort the comparison; in particular we recognise that the distribution of population has an important effect and that for certain of the services sparsity of population undoubtedly increases the cost per head. In this connection we have noted the conclusions reached in a research study sponsored by the Institute of Municipal Treasurers and Accountants⁽¹⁾, and the report of the *Woodham Working Party* of 1953⁽²⁾. These two studies did not agree about the relative importance of sparsity and smallness of population in influencing the costs of services, but they both concluded that smallness of population was at least a contributory factor.

329. We think, too, that the absolute volume of resources must play its part in determining policy, since clearly, despite contributory grants, a particular volume of expenditure constitutes a heavier burden upon a county of low resources than upon a county of higher resources. In the smaller counties, too, if rate poundage is to be kept within reasonable limits almost all capital expenditure would need to be financed by way of loan. In the larger counties, on the other hand, a considerable portion of capital expenditure can be, and is, financed from revenue to the great advantage in the long term of the ratepayers concerned.

330. It might be said that what matters most is the amount per head actually paid in rates, rather than the rate poundage figure. The rate poundage is, however, of importance if only psychologically. There is substantial public resistance to a high rate poundage even in areas of low rateable value, where the total amounts paid in rates might be less than in areas with high rateable values and low rate poundages. There are, therefore, practical limits to increases in rate poundages and we believe that where rate poundages are unduly sensitive to even minor improvements in standards, there is less chance of such improvements taking place.

331. In these circumstances the limitations on services are probably inevitable, as a financial climate of this sort is bound to have an inhibiting effect upon the introduction of anything giving even a little more than the basic essentials. The basic minimum standards then become the norm and there is little hope of exceeding them in any direction.

332. The comparison of costs set out in Appendix X shows that costs per head are in general significantly higher in the smaller counties than in the medium and larger ones. When the difference in standards is taken into account the comparison is even more striking. Broadly speaking, the analysis of costs per thousand population for different services and for different branches of each

¹ *Local Expenditure and Exchequer Grants*. I.M.T.A. 1956.

² Published as an inset to *Local Government Finance*. (March 1953).

service indicates that where standards are roughly comparable, the larger counties are able to provide the service more cheaply. On the other hand, where the smaller counties have lower unit costs, or even average unit costs, it often means that a lower standard of service is being provided.

333. For example, on welfare services to the physically handicapped for the year 1960-61 most of the small counties had an expenditure substantially below the average for Welsh counties of £19 ls. 0d. per thousand population. This low level of expenditure was undoubtedly indicative of low standards, for three counties spent nothing on the service and three others spent less than £3 per thousand population. Glamorgan on the other hand, which had an expenditure well above the average, provided a service which was of a high standard and was more comprehensive than that of any county in Wales.

334. We have not attempted to assess the comparative administrative costs of the various counties, but there are matters which obviously affect these costs. The very existence of a separate administration for a small unit of population demands chief officers for all the main functions and also a committee structure not very different from that of a large county. Thus Radnorshire with a population of less than 19,000 has its complement of chief officers and committees in much the same way as Glamorgan with its population of nearly 746,000.

335. The disparity in the annual budgets of these two counties and the difference between their modes of operation are so vast as to be almost differences of kind. We would not wish to push too far the obvious advantages of economies of scale possessed by the larger counties, but they are none the less important as indicating in what direction improvements might be achieved for the smaller authorities. Apart from the more obvious benefits of mechanisation of many procedures, both clerical and accounting, such measures as central purchasing, central printing and common services of all kinds can be employed to greater advantage.

336. To pass from finance to more general considerations, we would say that even the most perfunctory comparison showed that in the performance of their main functions there were substantial differences between the counties. The most obvious differences were those between Glamorgan and Monmouthshire on the one hand and the remaining counties on the other. The two counties were able to provide staff and institutions in a variety and on a scale not attainable by the others. Comparison demonstrated clearly that the ability to provide the requisite trained specialist staff depended to a significant extent on population and resources with due regard to their distribution over convenient areas. Analysing and comparing the services of each county against the background sketched earlier, we found that in general the services in the small counties suffered by comparison with those in the larger and that the seriousness of the deficiencies was directly related to the smallness of the population.

337. In the smaller counties it was common to find that one officer covered a wide range of duties. We have quoted elsewhere the gradings of some of the officers merely to show how, in the smaller counties, these gradings are so low that they must affect the staffing position as regards both quality and numbers. We do not deny that some parts of Wales have attractions that make it easier to recruit staff to these areas than to some others, but in general, trained staff

are attracted by salary levels and the character of the work; we think that in this respect some of the smaller counties are at a double disadvantage. Salary ranges are based broadly on population and for the smaller counties chief officers are paid less than in larger ones (see Appendix XI); this difference is felt throughout the hierarchy, at every level. At the same time in small counties the work is likely to be of a general character not always attractive to the best candidates.

338. The increasing mechanisation of many clerical and accounting procedures is a factor which is likely to be of benefit to the larger authorities rather than the smaller, since the latter are unlikely to have the work load necessary to justify the introduction of these aids. We have seen for ourselves how the work of Treasurers' departments has undergone radical changes in recent years. It is true that differing types of mechanical accounting procedures can be geared to the work load of the individual authority, but the more advanced machines are suitable only for the larger authorities. In some of the small counties where fully mechanised accounting has been introduced we doubt whether the installation is being used to its full capacity.

SIZE AND SERVICES

339. We have given, in earlier Chapters of our Report, information about the personal services in some detail as we think it is in these services that the main weaknesses lie. Comparisons of the staffing in the larger and smaller counties revealed many instances of the widely varying response to the demands which these services now make, and which we have described in Chapter 3.

EDUCATION

340. In the education service the duties and powers of authorities have increased and are increasing, but when the question is posed—"What is the minimum size, under contemporary conditions, which would enable the local education authority effectively to discharge its duties?"—a variety of answers can be given, for the question offers scope for wide differences of view. Requirements vary in terms of optimum size from one aspect of the service to another. For example, the population needed for efficient primary education is smaller than for efficient technical education because the one is compulsory and given to all whereas the other is permissive and is demanded by relatively few. Moreover, requirements as to optimum size will vary according to the density of the population: an organiser or inspector will be fully occupied with fewer pupils in rural Merioneth than in industrial Glamorgan.

341. Education authorities in England and Wales with the largest populations are often criticised on the ground that excessive size puts them under the risk of becoming remote bureaucracies. While this danger should not be overlooked, it may nevertheless be said that the potential effectiveness of an education authority increases with its size.

342. This can be illustrated in a variety of ways. The larger the authority the wider the range of advisory officers who can be employed to assist the work of schools and other educational institutions. With greater size the opportunity for specialisation on the part of professional officers in the county education department is increased, and this is no small advantage in view of the growing technicalities and complexities of educational administration; the interpretation

of the reports of the Burnham Committee may be cited as an example. The larger authorities are in a more favourable position to employ a team of architects which can concentrate upon educational buildings and be strong enough to meet the demands of a building programme which can vary considerably from year to year. Similar advantages of size accrue in providing more advanced and more diversified technical and professional courses in technical colleges, and unnecessary duplication of provision between one authority and another can thus be avoided or diminished. When the time comes to establish county colleges, which will represent a very considerable capital outlay, it can be expected that the larger authorities will be able to establish them in greater variety and at smaller overall cost. It is also the larger authority that can effectively encourage specialisation in the youth employment service which can make such a significant difference to the quality of this service, particularly in offering vocational guidance to the grammar school leaver; and such an authority is more likely to have a woman as well as a man in the upper reaches of this service.

343. There are, too, imponderable advantages which are none the less real. One illustration can be given: pressures towards parochialism, particularly in making appointments, are not likely to be less in the larger authority, but the consequences of such pressures are likely to be less damaging to schools simply because it is intrinsically more difficult to influence such a large 'parish' and because the larger authority can call from within its borders upon people with a more varied background of experience.

344. We repeat that no precise yardstick is available wherewith the minimum size for a local education authority can be determined. It is, however, clear that there are advantages for the effectiveness of the education service which belong to the larger authorities.

345. For example, we found that only Glamorgan and Monmouthshire provided a generally satisfactory range of organisers, inspectors and administrative staff. These are the counties, too, where the fullest provision is made for such matters as technical education, the youth employment advisory service and child guidance. None of the other counties reached the same standard. At the other extreme, the seven counties of under one hundred thousand population employed few organisers or inspectors and provided comparatively little in the way of technical education. We realise that the sparsely populated areas of rural counties present difficult problems. The small size of the primary schools and the small number of secondary schools are features which are inevitable in these areas, but we think that these are the very circumstances in which advisory services of a specialist kind are most needed; the creation of larger education units than those now existing would enable fuller provision to be made.

346. Further education presents perhaps the most serious educational problem in these areas. Technical education in particular is difficult to organise satisfactorily in rural areas and, in an age where this aspect of education becomes increasingly important, new methods of dealing with this problem will have to be devised. The small education authority has a difficult enough task in providing a reasonable basic standard of service at primary and secondary level. We think that the expanding problems of further education cannot satisfactorily be solved by authorities with small populations and limited resources. The Ministry of

Education have told us that they consider that primary, secondary and further education should be under the control of the same authority. We accept that in general this should be so, though we believe that the organisation of technical education in some of its aspects at the highest levels may be confronted with insurmountable difficulties in rural areas. In any case the needs of further education alone point to the creation of large education authorities. We are satisfied that primary and secondary education would also benefit from being integrated into larger units. We feel sure too that special educational treatment for handicapped pupils in the variety now deemed essential can be more easily, more effectively and more economically provided by larger education authorities.

347. The attention now being paid to the youth service is likely to present a challenge which the smaller authorities with their inadequate specialist staff will find it increasingly difficult to meet. For the same reasons the vocational advisory services available to young people in some counties fall short of what we consider they nowadays have a right to expect.

348. In general, we were satisfied that for education the smaller Welsh counties were too small to function effectively and that larger units were needed.

HEALTH

349. In the health service too, we found a sharp contrast between the character of the service in the counties of Glamorgan and Monmouthshire on the one hand and in the smaller counties on the other. In the former two counties there was a substantial degree of specialisation in the medical and field staff and the overall standard of service was the better for it. We have described the special provision made by Monmouthshire County Council for dealing with handicapped children and the arrangements in both Glamorgan and Monmouthshire for dealing with mental health. We found the contrast between these counties and most of the others too marked for us to ignore. We did not think that it was a sufficient answer to our criticisms merely to say that the smaller counties were providing an adequate basic health service to reasonable standards in all the fields which they had, by statute, to cover. We believe local government units should be capable of something more than this and it must be remembered that failure to achieve a satisfactory standard has to be measured in human terms. We cannot accept that there must be areas in Wales where, for example, handicapped children or mentally ill adults should be deprived of a standard of service which would be available to them as residents of a larger authority. This, we feel, must be so if some of the health authorities remain small. These authorities where medical staffs are numerically small and have little scope for specialisation at the highest level are, in general, those where the supervision of field staffs is carried out by persons who are engaged on a wide range of duties and thus cannot be expected to be fully expert in them all.

350. Little has been done so far to meet the demands of the Mental Health Act 1959, and it is difficult to see how some of the small counties would ever be able to do so. We have quoted in paragraph 305 from a report of the Medical Officer of Health for Radnorshire, but the other small counties have similar difficulties, even if to a lesser degree.

WELFARE

351. In this service the contrast between the large and small authorities is equally

evident. We found that the best quality welfare service was provided in those areas where the officers had had some professional training in social work. This requirement, though not entirely absent in the smaller authorities, is more likely to be met in larger welfare authorities. Much of the welfare work will inevitably be for the increasing proportion of the aged, but we cannot be satisfied with a situation in which there are still substantial areas where little or nothing is being done for the blind, deaf or generally handicapped. We recognise that properly done this is an expensive service, which makes it all the more improbable that the small authority would be likely to be able to provide a service of the standard and in the variety now deemed necessary. Even where there are no financial obstacles, the provision of trained staff (whether medical, nursing or social workers of different types) is becoming increasingly difficult. The smaller authorities will, we think, find themselves at a disadvantage in attracting and holding such staff and in making efficient use of them; at the same time the very smallness of the authorities will make it difficult for them to play any part in schemes for in-service training.

352. These may be some of the reasons which have led the Welsh Board of Health to express the view that the desirable size of a health and welfare authority is one of at least one hundred thousand⁽¹⁾ population and that the optimum size is appreciably larger than this. Our own investigations led us to the firm conclusion that, in general, for the health and welfare services larger units than some now existing were necessary.

CHILDREN

353. In the children's service the average numbers of children in care vary between 19 for Anglesey and 932 for Glamorgan. There are seven counties each with less than 100 children in care and only Monmouthshire and Glamorgan have more than 250. We have referred above to our difficulty in relating the effectiveness of this service to the number of children in care. The difficulty is greatest where the numbers are small. The Home Office told us that the proper organisation of this service ideally called for a range of trained staff and institutions that could only be justified where the number of children in care was, for a rural area, between two hundred and five hundred. We ourselves saw instances of the difficulties caused by small numbers. In some of the smaller counties the Children's Officer was the only professional officer employed on the work while in others there was only one qualified assistant. In these counties too, few of the Children's Officers had received special training for the work, and many of the counties had no male officer. In circumstances such as these the benefits of team work are not available and there are inevitable gaps in the type of service which can be provided. In terms of money, child care forms a relatively small part of a county council's function but, to quote the words of one county council to us, we 'are very conscious that the child care service deals with human beings in their most impressionable and formative years'. For this reason we attach considerable importance to it, involving as it does a section of the community not normally able to make its demands felt. We think a better standard of service could be provided by authorities larger than many of the present Welsh counties.

¹ This figure was also quoted by the Ministry of Health in their evidence to the Royal Commission on Local Government in Greater London (*Memoranda of Evidence from Government Departments*, Page 69, paragraph 94).

PLANNING

354. Few of the authorities employ a team of experts in the various branches of planning. For some of the smaller counties the planning department formed part of the County Architect's department, and even if the staff was adequate for normal day-to-day planning control it is difficult to see how serious consideration could be given to the wider aspects of planning.

HIGHWAYS

355. In many of the rural counties of Wales there are no urban authorities large enough to claim responsibility for their highways and the county councils retain this responsibility over their areas as a whole. The road mileages in relation to their populations are formidable and we have quoted Merioneth as an example of how large a proportion of county expenditure can be taken up by this service. Even so, we found the complements of specialist engineers and supporting staff in the smaller counties to be low in relation to their road mileages and for much of their equipment some of them relied more on hire than ownership. Professional staff skilled in road design and construction are in short supply and it is important that they be employed in units large enough to make the best use of their abilities. Some of the Welsh counties are too small for this purpose and we think that these counties would find it difficult to cope with a major expansion of the roads programme.

POLICE AND FIRE

356. For the police and fire services the case for larger administrative areas has been demonstrated in practice. For both of them there have been in the past fifteen years several combinations covering at least two counties and in each case we were satisfied that the new organisations were operationally more successful than those of the individual counties which they had replaced.

GENERAL

357. Put in its simplest terms local government consists of the local administration of what are nowadays well defined functions to reasonably acceptable standards. It is no longer simply concerned with the spending of locally raised revenues since Government grants play so large a part in local authority finances. In the same way and perhaps for the same reason, standards of service can no longer be limited simply to what local ratepayers demand, since minimum standards in many of the services are set by the Central Government. We think that local government, if it is to fulfil its purpose, must be strong and efficient in all its branches. To satisfy this requirement, all the units in the system should be able to conform to the normally accepted standards for each branch of the services which are provided; at the same time the unit should be capable of fashioning these services to meet local requirements and indeed to anticipate local needs. Authorities should be capable of benefiting from the experience of others in order to provide the best standard possible, and by local variation and experiment should be able to contribute to the general body of experience. We believe that, in general, authorities should be large enough to employ properly trained staff in all the main branches of their functions, to provide institutions of a variety more widespread than, in some cases, their present resources permit, and to be capable of something more than mere maintenance of a standard of service barely sufficient to stave off adverse criticism from the public, from the press, or from the overseeing Government Department.

358. We were satisfied that, judged by these standards, in some of the counties in Wales effective local government was not being provided. For many branches of the services, the contrast between the larger authorities and the small ones made it clear that some reorganisation was overdue. In stating this conclusion we imply no criticism of the elected representatives or staffs of the existing counties; we recognise that they are doing their utmost to give the best service possible within the limits imposed by their small populations and meagre financial resources. But we think that they are fighting a losing battle. The increasing need of the various branches of each service for specially trained staff cannot be met by small authorities.

359. We concluded that, judged by the criteria of size and the ability to provide adequate services, the seven counties in Wales with populations of less than one hundred thousand were too small and that they should form parts of larger units.

SIZE AND CONVENIENCE

360. The Act requires us, however, to consider not only effectiveness but also convenience in relation to local government. In this connection we must pay attention not only to the size of the population but to its distribution. This is of particular importance in Wales, where many of the counties are sparsely populated and where the achievement of size in terms of population may involve a degree of inconvenience which could lead to diminished effectiveness. If convenience were the only factor to be considered, all local government would be exercised over very small areas.

361. At the time when county councils were being set up there was much discussion in Parliament about the size of the county areas. Many thought then that the areas proposed were too large. Thus in the second reading debate on the Local Government Bill 1888⁽¹⁾ it was said that the county council sittings would be in county towns and that these towns, as far as the agricultural labourers and village artisans were concerned, might just as well be in Timbuctoo.

362. In the local government system as it now exists, the parish council, the district council and the county council each have a part to play, and in the context of the task allotted to us—the consideration of boundaries in relation to a prescribed allocation of functions—the area appropriate to each type of authority must be related to the functions performed. County government, as the topmost tier of this three-tier system, must inevitably be carried out over wide areas. It is reasonable, therefore, to take the view that in general at this level effectiveness must set the broad pattern and the factor of convenience should only modify it.

363. Transport facilities have much improved since county councils were first set up, but we recognise that, over much of Wales, and especially in view of some recent trends, public transport facilities are such that county council business could not now be carried on without the motor car. During our investigations we were told that in some remote parts of rural Wales a return visit to the county centre in one day was already impossible by any form of public transport; thus for people in these localities any reasonable extension of county areas would make little difference in the matter of convenience.

¹ *Official Report*: 19th April, 1888, col. 1806.

364. County councillors are probably in less close contact with individual electors than district councillors. The individual ratepayer has local contact with the staffs of the schools and clinics and various other members of the county council staff, but in general there are comparatively few direct callers at county council headquarters except perhaps for people living in the immediate vicinity. Convenience therefore relates largely to the size of electoral divisions, the distances county councillors have to travel to meetings, and the areas which have to be covered by peripatetic staff.

365. We have shown in Appendix I the numbers of representatives for each county. The number of persons per representative varies between wide limits, and while it might be an ideal arrangement for every councillor to know every one of his constituents, this is only likely to be achieved at parish council level. For county councils, especially in sparsely populated areas, we think that inevitably a single councillor must represent a wide geographical area and that some councillors will have to travel substantial distances from their homes to attend meetings. During the investigations that preceded publication of our Draft Proposals we received many representations on this point, largely complaints of the amount of time taken in travel to meetings. It seemed to us, however, that much of this travel was avoidable and could be substantially reduced by a reduction in the size and number of committees.

366. The committee system is now an essential part of local government, but we have been astonished at the way it operates in many Welsh counties. For example, in all except three counties in Wales the Education Committee consists of the whole council plus co-opted members and in several cases this means a total membership of about one hundred. The Highways Committee, too, often consists of the whole council. In one county, Denbighshire, at the time of our visit, no fewer than six main committees each comprised the whole Council; Cardigan-shire and Glamorgan were little better, each having five such committees. In Denbighshire the position was made even worse, for here as many as six sub-committees of the Education Committee also consisted of the whole Council plus twelve co-opted members. With such demands being made on councillors' time we are not surprised that some of them find the travelling burdensome.

367. It is clear that committees frequently spend too much time on matters of detail instead of concentrating on policy issues. We doubt whether there are many parliamentary or quasi-parliamentary systems in which the whole body of membership is required to devote so much of its time and attention to what are in many cases relatively trivial details: indeed such systems would seldom be able effectively to support the strain. If local government committees were made smaller and dealt only with appropriate matters, as happens in any rational parliamentary system, the frequency of travel could be much reduced and, if it were, some additional distance of travel would not be so serious. It was even suggested to us, at a later stage, by one far-seeing individual that the travelling problem would be solved eventually by conducting county council meetings from several centres linked by closed circuit television. This may be so, but we content ourselves with suggesting radical reform of the committee structure.

368. The areas covered by peripatetic staff will vary according to the duties of the officers concerned; those locally based will be less affected by the size of

county areas than those based on the county centre. But with modern transport and communications we think that effective advisory services could operate over fairly wide areas.

369. We cannot ignore, either, the effect our proposals will have on the second stage of local reorganisation, covering district councils. Some existing counties contain county districts with such small populations that amalgamations would appear to be inevitable. In this connection it is worth noting that the late Member of Parliament for Montgomeryshire, the Rt. Hon. Clement Davies, Q.C., speaking in the House of Commons in the debate on London government¹ described the position in his own county, with eleven authorities to look after forty-three thousand people, as 'absolutely absurd'. The new counties should therefore be large enough to enable district council reorganisation to be carried out effectively, so that each new county would normally have within its boundaries a reasonable number of district authorities, all with adequate populations and resources.

370. It is obviously impossible to set out an ideal area for counties, as so much depends upon their character and the ease of communication within them. There is considerable variation between the areas of present counties both in England and in Wales, the largest of them in England going up to 1.5 million acres. We have had no convincing evidence that counties of even this area are too extensive for effective administration. Choice of an administrative centre, too, affects considerably the degree of convenience within a county, and where we have suggested new county areas we are satisfied that a convenient centre exists.

371. It seemed to us, therefore, in formulating our Draft Proposals, that the alleged inconvenience of larger units was much exaggerated and that it could be greatly mitigated by the adoption of sensible procedures. Accordingly we saw no reason on grounds of convenience to change the view which we have stated above regarding the size of the Welsh counties; it was on this view that we based our Draft Proposals.

Chapter 6. Draft Proposals

372. All of the Welsh county councils had maintained throughout that their respective counties were satisfactory in size and in resources. None of them put forward any suggestion for change, apart from some minor boundary alterations. On the other hand, more far reaching proposals were submitted by a number of district authorities, the most radical and most strongly pressed being those of the Aberystwyth Borough Council which envisaged a substantial amalgamation of counties in Mid Wales. It is true that major changes were also suggested by organisations such as the Welsh Committee of the Communist Party, but these went beyond our terms of reference in that they involved a redistribution of functions and in some cases the creation of a new tier of local government.

373. Our predecessors in their consideration of local government problems in 1945-49 had also concluded that larger county units were necessary, but at the

¹ *Official Report*: 20th February, 1962 (column 268).

time that the Local Government Boundary Commission was dissolved they had not been able to decide which they favoured out of a number of possible combinations. It is to be noted, however, that under none of their four alternative suggestions would there have been more than seven counties in Wales; under the most drastic of all there would have been only four.

374. Having come to the conclusion that larger county units were necessary we then had to consider how such units should be formed. Broadly speaking there were two approaches to this question: the first was to seek to preserve existing local loyalties by amalgamating substantially whole counties into units of adequate size and resources; the second was to recast the system radically, dividing and amalgamating areas as necessary. In our Draft Proposals which were published on the 24th May, 1961 we adopted the former. We believed that units formed on this basis would work more smoothly and we also believed at that time that there would be less opposition to a system of amalgamating substantially whole counties than to a radical reshaping of the pattern which would involve the division of existing counties.

375. In Wales all the counties of less than sixty thousand population, except Anglesey, are to be found in Mid Wales, and it is here that the problem is most acute. We decided therefore that this should be our starting point. The contrast between the counties of Mid Wales on the one hand, with their small and declining populations and slender resources, and the counties on the north and south coasts on the other is most marked. These latter counties are growing in industrial strength and prosperity and this is bound to be increasingly reflected in their standards of service. We thought it fair, therefore, that these areas of comparatively high density should be associated for local government services with the more sparsely populated areas of Mid Wales.

376. In order to do this and to avoid splitting counties, in so far as this was possible, we proposed the following pattern of administrative counties.

	Area	Population	Rateable Value
	(Acres)		£
A Anglesey, Caernarvonshire and Merioneth	930,500	213,000	2,350,000
B Denbighshire, Flintshire and Montgomeryshire	1,133,900	362,000	4,650,000
C Cardiganshire, Carmarthenshire and Pembrokeshire	1,429,300	316,000	3,000,000
D Breconshire, Monmouthshire and Radnorshire	1,057,700	387,000	3,750,000
E Glamorgan	527,100	799,000	8,350,000

377. We considered that all these proposed counties had sufficient population and resources for effective local government and, although some of them were

large in area, we felt that if the most accessible centres were chosen, none of them was too extensive for administrative purposes.

378. We did not adhere strictly to the principle of amalgamating substantially whole counties; in a few cases we decided to depart from it because of other important considerations.

379. In the lower Conway Valley we were impressed by the way the river, acting as a boundary between Caernarvonshire and Denbighshire, divided for local government purposes communities which should be united, and we concluded that the whole of the lower Conway Valley should be in one county. On balance we thought that this should be the North-Western County and we therefore defined the boundary between this county and the North-Eastern County as running along the high ground a little to the east of the river Conway.

380. The rural district of Edeyrnion, although it is at present in Merioneth, has considerable community of interest with the neighbouring part of Denbighshire. We decided, therefore, to propose the inclusion of this rural district in the proposed North-Eastern County ('B' above).

381. The river Dulas which for part of its length acts as the boundary between Merioneth and Montgomeryshire also divides communities which should be united, and we proposed that the boundary in this area should be moved to high ground to the east of the river so as to include that part of the valley in the North-Western County ('A' above).

382. The southern part of Breconshire has long been recognised as being anomalous. In marked contrast to the rest of the county, much of the part south of the Brecon Beacons is industrial in character and has its main communications with areas to the south in the counties of Glamorgan and Monmouth. Our proposed remedy was to transfer the southern parts of Ystradgynlais Rural District and Vaynor and Penderyn Rural District to Glamorgan. The loss of population and rateable value involved would have made the already small county of Brecon even less viable, but these changes would not have affected the viability of our proposed larger combined South-East Wales County of which Breconshire would have formed part ('D' above).

383. We also proposed changes in the Glamorgan-Carmarthenshire boundary between Pontardulais and Cwmllynfell in order to produce a more sensible boundary than the existing one, which divides communities in a haphazard manner.

384. The river Rhymney for much of its length forms the boundary between Monmouthshire and Glamorgan. The boundary is unsatisfactory in that it divides communities in a narrow valley where they should be united. There was a case for putting the whole valley in one county or the other, but after consideration and examination on the spot we put forward a modified proposal which involved the transference from Glamorgan to the South-East Wales County of that part of the valley which lies north of Bargoed. We also suggested minor changes along the rest of its length.

Chapter 7. Representations ⁽¹⁾

GENERAL

385. All the county councils and many of the district councils made representations on the Draft Proposals, as did other organisations and some individuals. The main body of opinion was opposed to the pattern of counties as set out in the Draft Proposals. The most frequently mentioned objections can be summarised as follows:—

- (i) the counties were already providing effective local government and the *status quo* should therefore be preserved;
- (ii) the suggested new counties were too large in area and could not be conveniently administered. A number of authorities put these objections into the well worn words, 'it would be taking the "local" out of "local government"';
- (iii) in many of the new counties diverse elements were included in the same county, for example industrial areas with rural areas and predominantly Welsh-speaking areas with anglicised areas;
- (iv) representation of the more sparsely populated areas on their county council would be greatly reduced because of the inevitable preponderance of members from the urban areas;
- (v) the financial consequences of the changes would be disastrous, as over the whole of Wales there would be a net loss of rate deficiency grant and general grant of the order of £1 million. Thus, at a time when we were proposing the amalgamation of counties in order to provide better services, the financial means of achieving these improvements were being greatly worsened. Some authorities went so far as to accuse us of making our proposals merely to save Exchequer grant.

386. District councils, in general, reflected the views of their own county councils, but there were some notable exceptions where district councils favoured the Draft Proposals.

387. Some of the representations made by national bodies and dealing with the pattern of local government over Wales as a whole paid scant regard to our limited terms of reference as they pressed for substantial changes in the distribution of functions. Thus the Welsh Committee of the Communist Party, while welcoming the main Draft Proposals as a major step forward, wanted a complete revision of local authority functions including the transfer to the new counties of gas, water and electricity distribution, as well as general hospital services. At the same time they wanted a complete overhaul of the financing of local government.

388. Plaid Cymru in objecting to the whole of the main Draft Proposals said that they 'carry the stamp of currently fashionable English thought about local government'. This party wanted us to press for the revision of our terms of reference to cover functions and finance rather than merely boundaries.

¹In this Chapter we have sometimes, where such a course seemed necessary in order to make a county's argument clearer and more complete, included information or representations submitted by the authority concerned during the Investigation Stage, that is, before our Draft Proposals were issued.

389. The Liberal Party, while recognising that something needed to be done to ensure a proper standard for all services in the smaller counties of Wales, rejected the solution put forward in the Draft Proposals. They rejected, too, as impracticable the idea of a considerable extension of joint action between small counties still retaining their separate identities. They preferred a complete redistribution of functions with the introduction of what might be termed a super county council—an elected Council for Wales exercising some of the functions which are now carried out by county councils but which require larger units for their full effectiveness, and exercising also additional functions delegated to it from the Central Government. By this means the county councils could be established on a smaller geographical basis than was envisaged in our Draft Proposals and they would combine the remaining county council functions together with existing district council functions. The lowest-tier authorities could be re-formed parish councils having additional powers.

390. A similar but not identical plan was put forward in the representations made by Undeb Cymru Fydd, who proposed a National Council for the whole of Wales which would be executive and not, like the present Council for Wales, merely advisory in character. They recognised that what they proposed was outside our terms of reference, but they felt that only in this way could the necessary standard of services be provided without destroying much that should be preserved.

391. The Wales and Monmouthshire Conservative and Unionist Council welcomed some of our recommendations, but opposed the suggested county pattern. They agreed that certain (unspecified) rural counties were not at present viable but they felt that the distances that elected representatives would have to travel to meetings made the proposed new counties impracticable. They too made suggestions for the redistribution of functions.

392. The Draft Proposals were welcomed by such organisations as the North Wales Architectural Society, who thought that the larger counties we proposed would be better planning authorities than the existing counties, and by the Library Association, who thought that the new county pattern could lead to an improved library service.

393. As required by the terms of section 21(4) of the Local Government Act 1958, we conferred with local authorities and others at specially convened conferences held throughout Wales during the autumn of 1961. Separate conferences were held for each proposed county and for each existing county borough. At each of these conferences the Chairman of the Commission presided and all the Commissioners were present. We take this opportunity of thanking all those authorities who so willingly provided accommodation and facilities for the conferences. The conferences followed a common pattern whereby the Chairman in an opening statement developed the reasons for the Draft Proposals and the local authorities and other organisations in turn made their views known.

NORTH-WEST WALES

394. The first conference was held at Llandudno on the 3rd and 4th October, 1961, to discuss the Draft Proposals for a North-West Wales County and boundary changes in the Conway Valley.

ANGLESEY COUNTY COUNCIL

395. Anglesey County Council in their written representations, which were amplified orally at the conference, pressed that the administrative county should remain unaltered. They claimed that it was already a very effective and convenient unit of local government and that as an island it had no boundary problems. In the field of education they were most concerned that their system of comprehensive schools should continue. They claimed that their staffing figures for the school health service were better than average and statistics relating to scholarships and other awards showed that a very good education service was being provided. It was true that some kinds of specialists were not employed, but they thought that the range was fully adequate for a county of Anglesey's size. In the health and welfare service, too, they said that there was a good range of specialist staff employed either directly by the County Council or under agency arrangements. Additional specialist appointments to cover deficiencies in the education or health and welfare services would represent a very small element of the present cost of the services. In the operation of the child care service, the County Council as a deliberate act of policy operated through the agency of the N.S.P.C.C. They considered that the arrangements worked well, as the Home Office Inspectors appeared to be satisfied and the small number of children in care was a measure of the success of this policy.

396. The County Council claimed that they had always had a pioneering outlook. They were the only county council in Wales who were water undertakers. They were the only authority in Wales to take part in the experimental fluoridation of their water supplies. They were the only authority in England or Wales to have established comprehensive education throughout their area. They were still pioneering and they were co-operating with the Nuffield Trust in a survey of the needs of the area in the sphere of mental health. They did not wish to decry the standards of their neighbours, but they were satisfied that had they been part of a larger county such as that put forward in the Draft Proposals many of their post-war developments would not have been brought about.

397. They referred, too, to the financial effects of the Draft Proposals. Anglesey did not conform to the usual pattern of small counties in Wales as their costs per head were much lower than for counties of comparable population and only three counties in Wales had a lower rate precept in 1961-62. The estimated expenditures per head on the six main services for 1961-62 were the lowest in Wales although the standard of service was extremely high. They were satisfied that the economic prospects of the county were now improving and it was reasonable to assume that the population would increase. Anglesey should therefore be allowed to remain as an independent county unit giving its inhabitants the kind of local government and services that they wanted.

CAERNARVONSHIRE COUNTY COUNCIL

398. Caernarvonshire County Council, who indicated that they relied upon the joint representations of the three counties of north-west Wales for a fuller presentation of their case, contended that the implication of our proposals was that Caernarvonshire, taken by itself, was already an effective and convenient area for local government. With a population of 121,400 this was undoubtedly the case if one took as a yardstick the population of 100,000 assumed by the Government in their White Paper to be adequate for county borough status.

Amalgamation with Anglesey and Merioneth would result in an area no more effective and far less convenient, for the area of the proposed county was 2½ times that of Caernarvonshire while the population and rateable value would not even be doubled.

399. The Commission's proposals emanated from the problems of Mid Wales, but these problems were basically economic and they needed economic devices for their solution. The Council could not pretend to be able to suggest a solution, but on the other hand the Commission's proposals provided no remedy either, and indeed had important disadvantages attaching to them.

400. Amalgamation of counties would magnify the inadequacies of the existing grant formula. Caernarvonshire already suffered because, although to a large extent sparsely populated, it had one or two wealthy pockets which offset the advantages deriving from the sparsity element. The proposed new county would be proportionately even poorer in rateable resources. Moreover the diminished dependence on Government grants, which it was claimed the amalgamated counties would enjoy, would cost the ratepayers £100,000 per annum, an expensive luxury, the Council suggested, when experience showed that Government control did not vary with the amount of grant. The Draft Proposals, if implemented, were likely to cause great inconvenience to elected members, decrease their ability to participate fully in local affairs and place administration mainly in the hands of permanent officials.

401. The Commission's proposals evaded the subtleties of the situation and were an unconvincing compromise. Referring to the comment in our Draft Proposals that it would have been quite fortuitous if the existing counties had been ideally suited to their present functions, it was suggested that the same argument applied to our proposed amalgamation. Parliament had said nothing in the Act or the Regulations about preserving the identity of existing geographical counties, and if substantial reorganisation was necessary it would be more rational to start afresh and establish a completely new pattern independent of existing boundaries.

MERIONETH COUNTY COUNCIL

402. Merioneth County Council said that the decline in the population of their county had been arrested and there were three major industrial projects now being carried out which would result in a doubling of the county's rateable value and would reduce its rate deficiency grant to about twenty-five per cent. The county, in spite of its small population, provided services of a high order. They believed that there was a point at which convenience became more important than any hypothetical gain in effectiveness.

403. In the education service they employed a number of specialist organisers and the Director and his Deputy were able to find time to give advice to teachers in particular subjects. The published statistics of the Ministry of Education showed that Merioneth was providing an effective education service since, in the number of children continuing their education up to the age of seventeen years and in the average size of classes, Merioneth compared favourably with other counties in Wales and even more so with counties in England. This was true also of such matters as the staffing of the school health service and scholarships and awards. They thought that as part of a larger unit the standard would not improve. It was true that within the county there was no provision for full-

time post-school commercial, agricultural and technical training, but there were part-time evening classes at various centres within the county and arrangements for day release courses with neighbouring authorities. This system would probably have to continue even if Merioneth became part of a larger county.

404. In the personal services, they considered that there were positive advantages in the smaller unit, which should be organised on as local a basis as possible. A larger area would mean the loss of some interest of elected members in these services and make co-operation with voluntary organisations more difficult.

405. They did not deny that the provision of specialists in this field was important, but they thought that their importance should not be over-stressed. The need for them was not greater in rural areas and in a county of small population there would be little for them to do.

406. The County Council were very conscious of their planning powers because of their close connection with the Snowdonia National Park. They therefore had available to them the services of the Consultant to the Snowdonia Park Joint Advisory Committee and also the advice of the various experts of the National Parks Commission when required. They were satisfied that their Highways Department was well staffed and in recent years they had successfully carried out the large programme of road works necessitated by the new industrial projects in the county.

407. The County Council were most concerned about the loss of convenience in the proposed new county. If Caernarvon were chosen as the administrative centre the journey from the Aberdovey area would be unreasonably long. They were concerned also with the probable reduction of representation. The average number of inhabitants per representative was now rather less than one thousand, but on the new council it was likely to be at least two thousand and the interests of an area like Merioneth could not adequately be covered by as few as twenty representatives.

408. The County Council agreed that there were problems in Mid Wales, but the implementation of the Draft Proposals 'would merely serve to cloak the problem of sparsity in Mid Wales with the result that there would be no single authority who would be prepared to grapple with this problem with the energy which has already been shown by the Mid Wales authorities'.

409. The attitude of the County Council can perhaps be summarised in the following extract from their written representation:—

'It appears that the Commission in their Draft Proposals have sacrificed practically everything of value in local government for the sake of securing larger administrative units to carry out the functions of local government. They have sacrificed such things as the convenience of members, the local democratic character of local government, the great advantages of reasonably sized areas in matters of representation, public opinion and many other things . . .'

COUNTY COUNCILS—JOINT REPRESENTATIONS

410. In addition to their separate representations the three county councils submitted a joint memorandum opposing the Draft Proposals. They claimed that there was no real community of interest over the combined area and the proposed new county would create more problems than it solved. The police services of the counties were, it was true, combined into the Gwynedd Police

Authority, but the police service was not analogous to the other local authority services.

411. Much of the memorandum was concerned with the financial effects of the Draft Proposals on the area. The counties considered that the real problem of the smaller counties in Wales was the sparsity of population and complained that the formulae for calculating rate deficiency and general grant did not take sufficient account of sparsity. They believed that our Draft Proposals, far from remedying this state of affairs, would aggravate it. Under the existing grant formula the sparsity weighting which now benefited Merioneth would be lost in calculations applying to the proposed new county. According to their calculations, based on 1961-62 figures, the new combined county would have received grants of the order of £100,000 less than the existing county councils received as separate authorities. This would have involved increases in district council poundages ranging from 1s. 1-06d. to 3s. 4-8d. in Anglesey, from 5-23d. to 6-19d. in Caernarvonshire and from 1s. 6-39d. to 1s 10-82d. in Merioneth.

412. They thought that increases such as these might adversely affect efforts to attract new industry. The proposed changes would reduce the effective resources of the area and would therefore be more likely to reduce the standards of service than to improve them. In their opinion the loss of such an amount of grant could not have any real effect upon the sense of independence of the authorities.

OTHER AUTHORITIES

413. The Anglesey district authorities in general supported their County Council. They claimed that the standard of services being provided was much higher than in many larger counties. They stressed too the special qualities of an island community having little in common with Caernarvonshire.

414. Of the Caernarvonshire district authorities, Llyn Rural District Council feared that the creation of larger counties would inevitably mean the setting up of larger district councils and that the merging of Welsh-speaking and English-speaking areas would adversely affect the preservation of the Welsh language. Conway Borough Council accepted that there was a minimum size below which county councils could not be effective and that, accordingly, some degree of amalgamation was necessary. They were not sure that the proposed pattern was the right one, but they agreed that the Conway Valley should be in one area as it 'was a social and cultural entity'.

415. Denbighshire County Council, Llanrwst Urban District Council, Hiraethog Rural District Council and Aled Rural District Council all opposed the suggested change in the river Conway boundary.

416. In general the Merioneth district councils opposed the Draft Proposals for much the same reasons as the County Council. Edeyrnion Rural District Council were of opinion that if amalgamation were thought necessary it should be on a smaller scale. They thought too that Edeyrnion, Cerrigydrudion and Hiraethog should be within the same county and if the pattern of the Draft Proposals was followed they wished to go into the North-East County.

417. Colwyn Bay Borough Council were not satisfied with the existing structure and felt that some degree of combination was desirable. They thought that the boundary between the proposed North-West and North-East Counties should

be moved eastwards so as to include Prestatyn. They considered that three significant advantages would thereby be gained. Firstly, the two counties would be more nearly balanced in population and resources. Secondly, towns with a community of interest—the holiday trade—would be in the same county. Thirdly, communications between the holiday resorts and their administrative centre would be much improved.

418. Almost all the other representations from district councils, parish councils and other organisations opposed the Draft Proposals for reasons similar to those summarised above.

419. A district councillor from Blaenau Ffestiniog, speaking as an individual, supported the Draft Proposals. He complained that while there was general support for the principle of reorganisation so long as it only affected others, no county councils in Wales were prepared to agree to any change that affected themselves. He thought that the Draft Proposals were a basis for creating strong and effective local government throughout Wales. The proposals were an invitation to step out of the nineteenth and into the twentieth century.

NORTH-EAST WALES

420. Representations were received from all three county councils, some district councils and parish councils and a few other organisations. These authorities and others expanded their views orally at a statutory conference held at Wrexham on 17th and 18th October, 1961.

DENBIGHSHIRE COUNTY COUNCIL

421. Denbighshire County Council objected to the Draft Proposals on the grounds that Denbighshire was already an effective and convenient unit of local government. They accepted that some adjustment of boundaries with their neighbours was desirable, but they thought that agreement could be reached on these points. They were satisfied that they already provided specialist staffs on a scale which compared favourably with county councils in England and Wales and they felt that any deficiencies which might occur in the smaller counties could be met by mutual aid arrangements with neighbouring authorities.

422. They admitted that further education and technical education could be better co-ordinated between the authorities if amalgamated, and that possibly they would be able to provide one or two residential schools in the more isolated districts.

423. They considered that their personal services were already operating at a high standard and that by dispersing staff over a wider area the value of close personal contact would be much diminished. They said that even if it were true that Montgomeryshire would derive some improvement in services aided by the resources of Denbighshire and Flintshire, the two larger county councils would then be unable to improve their own services as rapidly as if they had been left alone. They asked 'Should not the criterion be the greatest good of the greatest number?'

424. Denbighshire County Council did not believe that the combination of the Mid Wales counties with the more prosperous coastal counties would solve the Mid Wales problem. The remedy lay not in local government reorganisation but in economic improvement. They claimed that there would be a serious loss of

convenience in the new county and that delegation was no answer. It was possible that administration of education in the more populous parts would be carried out by divisional executives or excepted districts, but this often led to unsatisfactory arrangements at substantially increased expense. In the other areas they thought that it would be impossible to create convenient units of the sixty thousand population which was the normally accepted minimum for the exercise of delegated powers by district authorities.

FLINTSHIRE COUNTY COUNCIL

425. Flintshire County Council complained that we had not taken sufficiently into account the special problems of Wales. They considered that the uneven distribution of population and resources, geographical differences and substantial differences in traditions made the background to the work of the Welsh Commission very different from that of our counterparts in England. This was the main justification for setting up a Welsh Commission, but in fact the two Commissions had adopted the same basic approach.

426. By proposing the amalgamation of whole counties we had sought to preserve existing loyalties, but they thought that in such a large unit as we had proposed these loyalties would inevitably die away. The civic sense built up over centuries would disappear, as would such ancient county institutions as Assize and Quarter Sessions and the offices of Lord Lieutenant and High Sheriff.

427. They rejected our arguments concerning the size of county authorities and they claimed that effectiveness should be related to the discharge of current obligations rather than to a theoretical standard.

428. They were satisfied that Flintshire's services were already fully effective and that they compared favourably with other areas in England and Wales. If the counties were joined there would be no greater effectiveness and only in certain fields, for example mental health, was there any need for larger units.

429. Flintshire was one of the strongest industrial counties in Wales, and Denbighshire was a powerful unit of local government with great scope for economic development. On the other hand Montgomeryshire's main need was economic and its problems could not be solved by local government means. Amalgamation with Denbighshire and Flintshire would hide its problems, not solve them. Rich areas should not have to carry the burdens of poor ones with which they had nothing in common: such burdens should be borne nationally.

430. They said that the detached portions of the county had been administered by Flintshire County Council since 1888 and had been part of the county for centuries. They believed that the present arrangements for serving these areas were convenient and effective and that they should continue to remain a part of an independent Flintshire.

MONTGOMERYSHIRE COUNTY COUNCIL

431. Montgomeryshire County Council objected to the Draft Proposals which they described as more far reaching than anything since the division of the old Welsh kingdoms. They claimed that the county was a natural physical entity with a geographical unity. They said that the Draft Proposals respected the counties as historical and traditional units, but history carried with it experience

and Montgomeryshire as the equivalent of the ancient principality of Powys Wenwynwyn had been an historic entity since the thirteenth century.

432. The County Council did not base their opposition on historical considerations alone, however, but also on their record of service. They claimed that they met all the educational needs of a rural community and had been the first county council in Wales to complete their reorganisation under the 1944 Act. They had also been the first county council to provide secondary education for all pupils. Adequate technical education was provided locally, but lack of numbers made it impossible to do so for advanced work. Satisfactory arrangements had however been made with other authorities and they thought that the position would not be improved by amalgamation. The County Council gave a great deal of attention to further education and gave financial assistance to all voluntary organisations of an educational nature within the county.

433. They thought too that the Draft Proposals over-emphasised the need for specialist staff. The County Council carried out their obligations in the health service and the existing staff had up to now successfully overcome all their problems. They always knew where to find specialist services; specialist staff and consultants to whom difficult cases could be referred visited the county regularly.

434. In welfare and the child care services, too, they claimed that their staff, though small, had proved adequate to meet all their needs. They said that this was true of all their services and an outside firm of consultants, following an 'organisation and methods' investigation, reported in June, 1961 that, whilst there were administrative difficulties, the standard of the County Council's services was high.

435. In their opinion the Draft Proposals were open to serious objection on the grounds of loss of convenience. Counties as large as those proposed would present transport difficulties and might confine membership to those with private transport.

436. They thought that it was inequitable to expect the comparatively rich coastal areas to carry the burden of poor areas with which they had little or nothing in common economically, socially or traditionally. Such a burden should be borne nationally. They believed that the Draft Proposals would merely mask the economic needs of Mid Wales without doing anything to meet them. Amalgamation was a specious remedy which merely postponed the proper treatment of that area.

437. Montgomeryshire County Council were opposed to major changes of boundary in the Dulas Valley, but did not object to the transfer from Montgomeryshire to Merioneth of part of the village of Aberangell in order that the whole village might be united in Merioneth.

COUNTY COUNCILS—VIEWS ON FINANCIAL CONSEQUENCES

438. The three county councils all dealt in similar terms with the financial consequences of the Draft Proposals. They considered that a comparison of actual costs per head of population was not a fair one for rural counties. These areas suffered because of sparsity of population and this factor was taken into account in assessing grant because of the accepted higher costs of sparsity areas.

They thought that any comparison of costs should therefore use 'weighted populations' rather than true populations. The proposals, far from assisting the resources of the poorer counties, would scarcely affect them, but at the same would be seriously detrimental to the more prosperous counties.

439. They claimed that the suggested North-East Wales County would have received in 1961-62 an amount of grant some £360,000 less than the three county councils would in the aggregate receive as separate units. This was due to the loss of the additional sparsity grant which now accrued to Montgomeryshire and to the fact that Flintshire had better-than-average rate resources. On amalgamation this additional sum would have to be met locally as it was unrealistic to expect savings of this order on amalgamation. The result would be an increase of rate in Flintshire of 2s. 0d. in the pound and in Denbighshire of 1s. 3d., while Montgomeryshire, far from benefiting substantially, would have an unchanged rate.

MERIONETH COUNTY COUNCIL

440. Merioneth County Council objected to the inclusion of Edeyrnion Rural District in the proposed North-East County. They said that Merioneth was a small county very concerned with the well-being of Wales and the preservation of the Welsh way of life. They wished to preserve the identity of the county in its existing form and they had no doubt that the people of Edeyrnion desired this also. If, however, larger units were created, it was natural that Edeyrnion would wish to be included in the area most convenient for them. They thought that the Dulas Valley should all be included in one county and they accepted the Draft Proposals for this area.

DISTRICT AUTHORITIES

441. Colwyn Bay Borough Council expressed themselves as convinced that there was an irrefutable case for reorganisation of the counties of North Wales and they regretted what they described as the negative attitude of the county councils. The Borough Council did not accept the Draft Proposals as they stood, but suggested that the dividing line between the two proposed North Wales counties should be moved some distance to the east.

442. Abergelge Urban District Council supported the Draft Proposals in principle and did not favour Colwyn Bay's modification.

443. The Draft Proposals were supported in principle by Wrexham Borough Council. They complained that the County Council were reluctant to delegate anything but the most trivial of functions and thought that a larger unit would be more willing to do so.

444. Wrexham Rural District Council said that they could not accept the arguments of the county councils that no change was necessary. They considered that the Draft Proposals should be looked at not as a narrow sectional matter, but from the standpoint of what was best for Wales as a whole. There should be a wider acceptance of the principle that the stronger areas should help the weaker ones and the vested interests of people in local government, some of them advanced in years, should not be allowed to stand in the way. They too were critical of the County Council, especially for their reluctance to delegate powers.

445. Most of the Denbighshire district councils, however, opposed the Draft

Proposals, largely on grounds of loss of convenience and smaller representation. Almost all expressed fears about the financial effects of the proposals.

446. Rhyl Urban District Council thought that some degree of amalgamation was necessary and a combination of Denbighshire and Flintshire would make a strong county unit. They were not keen on including Montgomeryshire because of the increased area, but they accepted the necessity of richer areas assisting poorer ones and they were therefore prepared to support the Draft Proposals.

447. In general the Flintshire district authorities supported the County Council in opposing the proposals, and for much the same reasons.

448. The Montgomeryshire district authorities were unanimous in opposing the Draft Proposals and referred feelingly to the serious problems of Mid Wales arising from its depopulation. They felt that association with the larger counties would make it less rather than more likely that new industry and life would be brought to the area. They emphasised, too, the difficulties of travel, as the new centre would certainly be in Denbighshire or Flintshire.

449. The representative of the Montgomeryshire branch of the National Farmers' Union said that the natural lines of communication in the county went east and west, not north and south. If amalgamation was essential, it should be an amalgamation of the Mid Wales counties, which were homogeneous and would be easier to administer.

450. Most of the other organisations opposed the Draft Proposals for the same reasons as the local authorities.

451. Conflicting arguments were put forward about the suggested alteration of boundaries in the Dulas and Dovey Valleys. In general the gaining authorities favoured the proposal and the losing authorities opposed it.

452. Another matter which was pressed strongly on our notice related to the anomalies along the English—Welsh border in Montgomeryshire. It was accepted that we had no power to recommend changes, but the authorities concerned felt that the anomalies were so absurd that something should be done.

SOUTH-WEST WALES

453. A statutory conference was held at Carmarthen on the 2nd and 3rd November, 1961, to discuss the Draft Proposals for a South-West Wales County and its boundaries. At this conference representatives of the three county councils and other local authorities and organisations, many of whom had submitted written representations, gave their views orally.

CARDIGANSHIRE COUNTY COUNCIL

454. Cardiganshire County Council objected to the Draft Proposals for two main reasons; firstly, because they considered that the proposals would hinder rather than help the solution of the problems of the Mid Wales area, and secondly because they claimed to be already an effective unit of local government.

455. The County Council said that they were deeply concerned about the continuing exodus of young people from Cardiganshire and Mid Wales generally and they claimed to have taken the initiative in bringing about the establishment of the Mid Wales Industrial Development Association. They considered that

the adoption of our proposals, involving as they did the fragmentation of the area, would do irreparable social and economic harm to the Mid Wales counties. The amalgamations proposed would destroy the present co-operation among the councils concerned and with the Association. The basic problems of the Mid Wales counties would be submerged in those of the larger counties, conflicts of interest would arise and the setting up of the new administrative centres outside the Mid Wales area would result in increased drift away from the area. What was needed was a Government policy aimed at re-settling population, with accompanying industries, in Mid Wales, and with the co-operation already shown in the administration of the Development Association this development could be absorbed within the existing county pattern.

456. The County Council believed that we had exaggerated the problems of counties with small populations and low rateable resources, and had underestimated their achievements and potentialities. They claimed that they had not been prevented by the low rateable resources of the county from providing the services required by the people; in fact they had shown themselves to have the capacity and willingness to do more than they were obliged to do by statute. They pointed out that the three functions to which they said we had drawn particular attention (health, welfare and children's services) represented less than ten per cent of the average expenditure of smaller counties and it was claimed that an adequate range of specialists in those fields could be provided without impoverishing the ratepayers.

457. Dealing with specific services in Cardiganshire, they said that the County Council were considering the appointment of additional full-time specialist officers in the education service and the services of consultant and part-time specialists were also available. In the field of technical education provision depended on need, in other words on whether there were sufficient potential students within a reasonable radius, and where such need became evident the County Council tried to satisfy it. There was no wasteful duplication of effort between Cardiganshire and the other two county councils and the proposed amalgamation would not make technical education cheaper to organise, or the organisation more effective.

458. The County Council considered that we were magnifying the question of specialists in the health and welfare services out of all proportion to the needs of the area. They realised that their services for the care of the mentally and physically handicapped must be expanded; they had appointed a number of specially trained staff and had established a mental health hostel. They did not consider that the further development of these services and the rest of the Council's health and welfare services would place an intolerable burden on the ratepayers, but they feared that the valuable co-operation of voluntary bodies would be impaired by the proposed amalgamation.

459. They claimed that the number of children in care enabled the Committee and the Children's Officer and her staff to take a close interest in the individual children, and the proposed amalgamation would make the service more impersonal and therefore less effective.

460. The establishment in the Planning and Highways Departments of the County Council was considered to be adequate. Specialist staff in both these

fields were available, and could be called on in a consultant capacity as and when required. They thought that delegation of planning functions would create difficulties, as not many district councils would have sufficient populations to support the necessary additional staff.

461. The County Council felt that we had not paid enough attention to the effect that the proposals would have on the convenience of the public and of members of the council. The distances to be travelled would deter many worthwhile persons from becoming county council members. It was likely that membership would be restricted to the old, retired or well-to-do. Nowadays, members of county councils met most days of the week and this increasing volume of business should be off-set against the 'shrinkage of distance' due to improved communications. Rationalisation of the committee structure might result in members not being able to gain the necessary experience of council work and consequently in officials becoming the effective rulers. The reduced representation which would inevitably follow amalgamation would have a particularly bad effect in the rural areas.

CARMARTHENSHIRE COUNTY COUNCIL

462. In their written representations and at the conference Carmarthenshire County Council opposed the Draft Proposals on the grounds that the county as at present constituted was an effective and convenient unit of local government. The County Council considered that we were seriously underestimating the problems arising from the enlargement of the area both for representatives and for members of the general public. The Council feared that the larger unit and the reduction in representation would result in increased remoteness of the elected representative from his constituents, leading to loss of interest on the part of the electorate and lack of intimate knowledge of the area on the part of the member. Some reorganisation of the committee system was being undertaken to conserve members' time, but many services, such as education, health and welfare, were the concern of every member, and in other services, for example planning and highways, local knowledge was considered vital.

463. The proposed amalgamation, they felt, would have the effect of restricting entry to the local government service to young people living within daily travelling distance of the administrative centre and would virtually debar those from the more remote parts of Pembrokeshire and Cardiganshire.

464. Carmarthenshire, the County Council considered, was well served by appropriately qualified staff in all departments. In their education service the authority employed a comprehensive team of qualified personnel covering advisory and specialist services. Adequate provision had been made in the primary and secondary stages, while the needs of technical and further education had been rationalised. Border arrangements with neighbouring authorities worked smoothly and co-operation was good, for example, on special education.

465. The County Council said that they had long been among the progressive authorities in the provision of local health services. Experience had proved the county to be a most convenient and effective unit for this purpose, large enough to provide a comprehensive range of services and convenient enough to ensure a personal atmosphere. They recognised the need to make adequate provision for the community care of the mentally handicapped; staff were being trained and

the Council planned to provide further occupation centres and residential homes.

466. They considered that while a case load of two hundred children in care might be satisfactory in a heavily populated area, such a criterion should not be applied in a substantially rural area. Carmarthenshire had an excellent record in this service because the number of children enabled them to be treated as individuals. Their contribution in this field had been recognised by the Home Office Central Training Centre and the universities.

467. The County Council considered that there must be a limit to the extent of an area for planning purposes or there would be a danger of local interests being forgotten. They did not agree with the principle of wide areas and more delegation. Staffing was already difficult and if district councils needed to employ qualified staff this would increase the difficulty.

468. They claimed that Carmarthenshire was an efficient unit for highway purposes in terms of expenditure, technical and administrative staff, and equipment. Amalgamation might mean a fuller use of specialist staff based at headquarters, but against this must be weighed the increased travelling involved for officers, staff and equipment. The county was already served by an adequate range of specialist staff and the services of any not employed by the Council could be obtained on a commercial basis; plant required for occasional use could be hired.

469. In common with other county councils, they believed that the proposed amalgamation, and the principle of joining Mid Wales counties with coastal areas, would be no cure for the basic problem of sparsity but would merely mask the situation. There was no community of interest between Cardiganshire and the other two counties.

PEMBROKESHIRE COUNTY COUNCIL

470. Pembrokeshire County Council said they realised that their county area was not ideal, and they did not oppose change as such, but they considered that the county was a viable unit which should be left substantially intact.

471. They thought that there might be some economies resulting from the merger, for example in the Clerks' and Treasurers' departments and on headquarters accommodation, but these would be offset by the need to set up and staff area offices and by the increase in travelling costs. It was difficult to see how Pembrokeshire would gain from the pooling of resources. Demands would be spread over the wider area and it was feared that when it came to a conflict of interests, Carmarthenshire representatives who would probably have an overall majority could outvote the others.

472. They considered that distances from Carmarthen, the probable centre of administration, and the increasing demands on members' time would make membership less attractive to the type of people most wanted in local government. Furthermore it might have the effect of leaving the administration more and more in the hands of Carmarthenshire members or of officials.

473. Pembrokeshire County Council said they could see the need for further appointments of specialists in some fields, such as in the health and welfare services, but where there were inadequate case loads for full-time appointments, arrangements could be made for joint appointments. In the view of the Council the quality of the education service generally was affected largely by the staffing

ratio and expenditure on books, and the County Council's record in both these respects compared favourably with that of other authorities, including Glamorgan and Cardiff.

474. Part of the problem of developing the health and welfare services, they considered, was the difficulty of finding a sufficient number of cases within reach of a centre to justify provision of the centre, and no alteration of the administrative unit would alter this position. Appointments shared by authorities and the Hospital Board were preferred by the officers concerned and were useful in attracting the best staff and for the co-ordination of hospital and local health authority services. There was a danger of a less effective health and welfare service in the fringe areas of Pembrokeshire and Cardiganshire if all appointments were based on Carmarthen.

475. The Council had been commended for the small number of children in care and also on the high percentage of children boarded out, both of which reflected a high standard of child care work.

476. Pembrokeshire would need to remain a unit for planning purposes because of the National Park area in the county. They were able to call on the National Parks Commission for specialist advice on planning matters. The fact that the Home Office had not proposed the amalgamation of the Pembrokeshire police force with those of Cardiganshire and Carmarthenshire was an indication that they regarded the force as efficient, and that they saw no inconsistency in having a small force operating next door to a comparatively large one. The same applied to the county fire service.

477. They said that in our Draft Proposals we had avoided the splitting up of counties and had remarked particularly on county loyalties, but Pembrokeshire considered that the only way to preserve existing loyalties was to retain the counties as at present. Particular difficulty would be experienced in attempting to integrate Pembrokeshire in the South-West Wales County because of the language difference. They thought that all the better jobs in local government would be reserved for people who could speak Welsh and this would debar many Pembrokeshire candidates.

COUNTY COUNCILS—VIEWS ON FINANCIAL CONSEQUENCES

478. To illustrate the possible financial effect of the proposed amalgamation the three county councils submitted figures prepared by the County Treasurers. These showed that, based on existing formulae and 1961-62 estimates of expenditure, there would be a net loss of about £50,000 in rate deficiency grant, which was equivalent to a 4d. rate over the whole area. The effect of this would be a reduction of 4d. in the pound rate in Carmarthenshire but an increase of 5d. in Pembrokeshire and 2s. 11d. in Cardiganshire. They considered that insufficient attention had been paid to the problem of sparsity. The sparsely populated counties would lose some of the benefit of the sparsity element in grant calculations, but the areas would still be sparsely populated and expensive to serve. It was those counties which had the lowest rateable resources that would be faced with most of the additional burden.

DISTRICT AUTHORITIES

479. Aberystwyth Borough Council did not agree that there should be no dis-

memberment of existing counties; this possibility had been envisaged in the 1958 Act. The Council supported our principle of creating larger county units, but they did not favour the pattern of the Draft Proposals. They thought that under this pattern the present Mid Wales counties would become 'Cinderellas' in the proposed new counties and, far from being improved, their position would be worsened. The Borough Council considered that the only way to solve the problem of Mid Wales was to join the Mid Wales counties together. The area could then be treated as a unified region and the Government should take action to deal with its economic problems.

480. Aberystwyth Rural District Council suggested that the four Mid Wales counties should be incorporated under one authority. They considered that the counties concerned had common interests and would work harmoniously together. It was likely, however, that Government aid would be needed.

481. In general Cardiganshire district councils supported the County Council in their objections to the Draft Proposals.

482. Of the Carmarthenshire district authorities, Ammanford Urban District Council agreed with the principle that larger units of administration were necessary to yield sufficient resources for the effective functioning of a county council. They did not consider that the resources of the proposed South-West Wales County would be sufficient for this, and they suggested that a substantial part of west Glamorgan should be added to the new county.

483. Llanelly Borough Council favoured the Draft Proposals and thought that the advantages of larger units should be carried down into district authorities and that some county council functions should be delegated to district authorities of appropriate size.

484. Carmarthen Borough Council realised that the amalgamation proposed would bring commercial benefits to Carmarthen. They were, however, convinced that the County Council were right in opposing the Draft Proposals and they thought that any existing difficulties would be made worse by amalgamation.

485. A number of the district councils in Carmarthenshire supported the County Council in their opposition to the Draft Proposals on the grounds that the present county was a satisfactory unit and that the new area would be inconvenient.

486. With the exception of Haverfordwest Rural District Council, the district councils of Pembrokeshire were unanimous in their opposition to the Draft Proposals. They considered that no evidence had been put forward to support those proposals, and they were satisfied with the services provided by the County Council.

487. Milford Haven Urban District Council doubted if amalgamation would strengthen the economy of the area. Pembrokeshire had good industrial prospects which would make the county fully self-supporting. They stressed the English traditions of a substantial part of Pembrokeshire and said that the proposal to link it with overwhelmingly Welsh areas would disturb the harmonious balance which had been achieved in the county.

488. Narberth Rural District Council said that the real problem was not size but sparsity of population. The proposals would not result in any improvement

in this respect. Even if more specialists were employed it did not follow that the benefits would be spread over the whole area, as the more thickly populated parts were always served first and amalgamation would probably tend to aggravate the situation.

489. Haverfordwest Rural District Council supported the Draft Proposals: they thought that, with the combined resources of the constituent authorities, the larger unit would be able to develop services which were desirable though not considered essential, that is, they would be able to meet the needs of the minority as well as the majority. At present the need for economy could result in the recruitment of staff without adequate qualifications and experience. The creation of a larger county unit should lead to more effective reorganisation of district councils within the area and to a degree of delegation which would go some way to meet the criticism of remoteness and loss of convenience.

490. A number of other authorities and organisations submitted representations or were represented at the conference, and generally they opposed the Draft Proposals.

BOUNDARY ISSUES

491. Carmarthenshire County Council agreed with most of our proposals for minor boundary adjustments, but suggested variations in the proposed line at some points. They considered, however, that Hendy and Pontardulais were separate communities and that they need not be brought within the same county. They said that if we were determined not to allow the river Loughor to remain the boundary, a watershed boundary to the east should be adopted, placing Pontardulais in Carmarthenshire.

492. Support for the County Council's representations in this respect came from Llanelly Rural District Council. They submitted that Hendy and Fforest on one side of the river and Pontardulais on the other were two separate and distinct communities. They were different in character, traditions and way of life; Pontardulais had an urban outlook but Hendy and Fforest had remained rural in character. Satisfactory services throughout Hendy and Fforest were provided by the Carmarthenshire County Council. A poll taken in the area indicated that the majority of residents wished to remain in the county of Carmarthen and in Llanelly Rural District.

493. Breconshire and Glamorgan County Councils attended the conference to present their views on the proposals affecting their common boundaries with the proposed new county. Breconshire resisted the transfer of Halfway into Carmarthenshire and thought that a better boundary could be found in this area. Glamorgan accepted the proposals in general, but considered that they still left the Amman Valley divided.

494. Llandeilo Rural District Council agreed broadly with the proposals affecting the Twrch and Amman Valley areas, but Pontardawe Rural District Council and Llanguicke Parish Council objected to the transfer of Lower Brynamman, Gwauncaegurwen and Cwmgorse to Carmarthenshire. It was considered that Swansea was now the focal centre of the valley and that there was no community of interest between Brynamman and Llandeilo. Ballots had been held in both the Garswilt and Lower Brynamman/Gwauncaegurwen/Cwmgorse areas and the results indicated that people wished to remain in Glamorgan.

Quarter Bach Parish Council pleaded strongly for a revision of the proposed boundary line so as to leave Cefn-Bryn-Brain in Carmarthenshire.

SOUTH-EAST WALES

495. The conference held at Brecon on the 16th and 17th, November, 1961, was attended by representatives of the three county councils particularly concerned and of other local authorities and organisations, many of whom had previously submitted written representations.

BRECONSHIRE COUNTY COUNCIL

496. Breconshire County Council said that the Draft Proposals were totally unacceptable so far as their area was concerned. In their opinion the proposal to transfer from the county nearly the whole of Vaynor and Penderyn Rural District and the whole of Ystradgynlais Rural District showed complete disregard for that county loyalty and civic sense mentioned in our Draft Proposals. The County Council opposed such dismemberment. They reiterated their claim that the existing county was a convenient and effective unit of local government. A very full service was already provided in all fields; the range of specialists available was of the highest order and compared favourably with any other part of Wales.

497. In the education service, for example, they claimed that specialists and advisers covering all fields were available. Further education was difficult to organise in rural areas owing to sparsity of population and difficulty of communication but it was expected that the new Rural Technical Institute then being erected at Brecon would meet the county's needs in agricultural education and, for subjects not covered within the county, students were able to attend courses outside. The Council were concerned lest their policy of bilingualism now adopted in primary and secondary schools might be discontinued in the proposed South-East Wales County.

498. Breconshire considered that their health and welfare services were more than reasonably efficient. They instanced the special features that had been introduced in recent years, for example a chiropody service sponsored by the County Council and run by voluntary agencies from eight fully-equipped county clinics, and the employment of a full-time orthopaedic nurse. A full-time educational psychologist was employed and child guidance clinics were being held in County Council premises by a consultant psychiatrist.

499. Developments under the recent Mental Health Act were the approval of an occupation and junior training centre and the appointment and training of staff.

500. They claimed that although Monmouthshire were able to employ a bigger range of specialists in many fields, the provision by Breconshire per head of population compared favourably with that county so far as medical officers, dental officers and school nurses were concerned. The specialist officers employed in their health and welfare services had adequate case loads to justify their employment, and in their opinion Breconshire County Council had more than anticipated the recommendations of the Younghusband Report. The high cost of the health and welfare services was not due to the smallness of the county but to the sparsity of population and the comprehensive nature and the quality of the service provided.

501. In Breconshire the number of children in care had been considerably reduced by effective preventive work and the Home Office had reported favourably on their children's service, expressing complete satisfaction with the high standard of boarding-out. As part of a larger unit they thought that the local contacts and the officers' personal knowledge of the children and families concerned would be lost.

502. The County Council considered that their area, which was larger than Glamorgan, was sufficiently wide for the exercise of planning functions, and that the members of the Planning Department were 'already specialists in their own type of planning'. The Council attached particular importance to the Brecon Beacons National Park and 'the preservation of its identity within the present county'.

503. The central position of Brecon in the county ensured easy communication with the four highway divisions by technical staff and the County Surveyor. In the larger area proposed there would be twice the distances to travel and much time would be lost. The alternative would be area control largely on the existing county pattern. In a larger unit specialist sections could be established, but these would require additional staff. Their range of equipment compared favourably with that of any Welsh authority; it was a matter of policy what plant was owned by the Council and what was hired.

504. As for other services, they thought that amalgamation would disrupt the existing units of police and fire service administration.

505. Breconshire County Council considered that the problems of travel for both representatives and officers and the relationship between elected members and their constituents due to reduction in representation had been too lightly dismissed in our Draft Proposals. Breconshire and Radnorshire had nothing in common with Monmouthshire and the interests of the small rural counties would not be safeguarded by industrial Monmouthshire whose representatives would dominate the new county.

506. Turning to financial considerations, Breconshire County Council said that even if attached to Monmouthshire their county and Radnorshire would still be sparsely populated areas in which services would be expensive to provide. The cost per head might look more reasonable, but expenditure would remain the same. They suggested that if costs per head in the present county were calculated on weighted population, thus taking into account the sparsity factor, they would compare much more favourably with other counties. Calculated on the present basis the loss of grant over the whole new area would be £413,000 per annum. This would result in an increase in the true rate of 1s. 1d. to Breconshire on the basis of 1961-62 estimates. They thought that our proposals would deplete still further the total resources of the counties.

507. The County Council maintained that rate deficiency grant was the just due of Welsh counties, springing as it did from agricultural de-rating. They felt that sparsely populated areas could only retain their independence of thought and action through assistance from the Central Government; such aid was preferable to dependence on larger, richer counties.

508. They too, thought that the Draft Proposals would not solve the problem of Mid Wales, but would merely hide it. Joining the Mid Wales counties with the

coastal belts would not establish economic prosperity, but would rather accentuate the trend away from the sparsely populated areas towards the new administrative centres. They considered that Mid Wales should be treated as a separate problem and suggested that the solution was the economic rehabilitation of the counties by assistance from the Central Government through the co-operation of the Mid Wales Industrial Development Association.

509. In case it should be decided that larger administrative units must be created, Breconshire County Council put forward two alternative proposals, both of which, however, they considered to be less satisfactory than the *status quo*. The first was the amalgamation of Breconshire with Radnorshire, which, they stated, would have many advantages even though the Commission had said that such a unit would still be too small in population and resources. The second alternative was the amalgamation of Breconshire with Radnorshire and the addition of parts of Monmouthshire and Glamorgan which adjoined the southern fringe of Breconshire. They thought that such an area would provide sufficient population and rateable value for an effective county without creating an unwieldy area.

MONMOUTHSHIRE COUNTY COUNCIL

510. Monmouthshire County Council considered that their county was a very convenient local government administrative unit. They saw no advantage to the ratepayers of the county from the proposed merger, but they were unable to say that the new unit would not work efficiently. However, it appeared likely that the new county would not qualify for sparsity weighting and the loss of grant would be reflected in increased rates in all three counties.

511. They submitted figures which showed that Breconshire County Council's administrative salary costs were nearly double theirs, in terms either of cost per head or of rate poundage, and in their opinion this illustrated that Breconshire was too small to support economical administration on modern standards. Monmouthshire County Council considered that the extra cost of the proposal to the ratepayers of their county would not be too burdensome, but they themselves did not want the merger, particularly as their proposed partners were unwilling.

512. Of the alternatives put forward by Breconshire County Council, Monmouthshire County Council were concerned only with the second; they disagreed with the suggestion to take in parts of Monmouthshire merely in order to create an arbitrary unit of population and rateable value.

RADNORSHIRE COUNTY COUNCIL

513. Radnorshire County Council objected to the Draft Proposals and contended that the county was an effective and convenient unit of local government. They felt that there was no advantage to be gained by amalgamation with any other authority, even with Breconshire.

514. The County Council considered, moreover, that the Draft Proposals would result in the dismemberment of the Mid Wales area and that, far from solving the area's problems, would aggravate them further. The area could best be administered by authorities who knew the problems and wanted to overcome them. Any decision regarding the future of Mid Wales rested with the Central Government, but they would require local co-operation. Because of their central

position Radnorshire claimed to be the best qualified to advise on Mid Wales problems. They said that implementation of the Draft Proposals would make the local voice of Mid Wales ineffective. The County Council were of the opinion that the identity of the individual counties would disappear in the proposed amalgamations and that the rural parts of the proposed counties would not attract much interest from the industrial parts.

515. They contended that all services were provided in the county in the way best suited to the needs of the people. They agreed that the provision of certain services such as further education was not easy in rural areas but felt that the Draft Proposals would not solve the difficulties. They considered too that the child care service could best be carried out in a small unit where the officers were able to have personal knowledge of the children and families needing help.

516. For the exercise of planning functions they thought that the area should not be too wide, as there was need for personal contact and the administrative centre should therefore be easily accessible. The County Council claimed that the staff employed in their Highways Department was suitable for most of the work required in the county, and that even in the combined new county it would be uneconomic to carry a full range of specialists. It was more economic for them to hire specialist plant as and when required than to own it. High unit costs were inevitable for all services in an area so sparsely populated. Amalgamation would only disguise the high costs and a reduction in costs could only be obtained by lowering standards.

517. The new county would not qualify for sparsity weighting, and consequently the ratepayers in Radnorshire would be faced with a much increased rate.

518. The County Council thought that we had not given due weight to the question of convenience. This was a matter of very great importance particularly in an area with limited public transport. Reduction in representation would result in members serving very large areas and they would consequently be unable to have that close knowledge of their areas and of the electorate which the Council considered to be vital for the health of local government. Increased distances to the administrative centre might well deter suitable persons from taking office and would create difficulties for members of the public.

DISTRICT AUTHORITIES

519. The great majority of Breconshire district councils supported the County Council in their opposition to the Draft Proposals and, in general, for the same reasons. Builth Rural District Council, in addition to their objections on the grounds of reduction in representation and difficulty of travel in the enlarged area, feared that some of the smaller rural schools would be closed and that young children would have to travel long distances.

520. The Breconshire Association of Parish Councils considered that the proposals would cause a clash of interests and that rural areas would not be adequately represented. They thought that little regard would be paid to fostering the Welsh language and culture in the new county. Cray Parish Council expressed similar apprehension regarding the continuation of Breconshire's bilingual policy in education.

521. The Draft Proposals were approved in principle by Crickhowell Rural District Council, but they considered that the whole of Breconshire should be

included in the new county. They expressed apprehension about the likely degree of representation of Breconshire on the new county council.

522. Monmouth Borough Council questioned the desirability of providing, regardless of cost, a standard of local services in rural areas as high as in urban areas. Unit costs for services in rural areas were always higher. Rates in Monmouthshire were already higher than in the other two counties and it was difficult to see what financial help Monmouthshire could give, as grants payable to the new county would be less than the present aggregate.

523. Rhymney Urban District Council and Abergavenny Rural District Council did not object to the Draft Proposals, but all the remaining local authorities in Monmouthshire who made representations supported the County Council.

524. The district councils of Radnorshire were almost unanimous in supporting the County Council's request for the retention of the *status quo*. Llandrindod Wells Urban District Council claimed that the problem of rural depopulation would be aggravated by the Draft Proposals, and Knighton Rural District Council described the proposals as 'unworkable, unwieldy and unwanted'.

525. Painscastle Rural District Council, however, agreed that some change was necessary and suggested the combination of Breconshire and Radnorshire, with possibly the addition of Montgomeryshire.

526. Hay Urban and Rural District Councils opposed the proposal to form a South-East Wales County, but considered that an amalgamation of Breconshire and Radnorshire would be beneficial.

527. Rhayader Rural District Council supported Radnorshire County Council, but considered that, if the *status quo* could not be maintained, a Mid Wales County, which could be formed without carving up existing counties, was the solution.

528. A number of organisations, such as County Federations of Young Farmers' Clubs and County Federations of Women's Institutes, submitted representations and almost without exception expressed opposition to the Draft Proposals, mainly because it was considered that they would have a detrimental effect on the work of their organisations and on county government in general.

529. A contrary view was expressed on behalf of the Order of St. John (Council for Breconshire) in a letter sent to us subsequent to the conference. In this letter the St. John Council stated that they were satisfied that the amalgamation of counties would not adversely affect the organisation and it was thought that this would apply equally to some of the other voluntary organisations.

BOUNDARY ISSUES

530. In addition to their major objection to the severance of the southern part of the county, Breconshire County Council criticised details of the proposed boundary at various points, especially in the Twrch Valley. They thought that Ystradgynlais should remain in Breconshire and that any transfer of area should be to Breconshire rather than away from it.

531. Ystradgynlais Rural District Council, too, objected to the transfer of their area to Glamorgan as they considered there would be little benefit to them: It

was feared that, at the county review stage, the area might be taken into Pontardawe Rural District and would thereby be less well provided with district services.

532. Pontardawe Rural District Council considered that the whole of Cwmtwrch should be administered by one authority and there were good reasons why that authority should be Glamorgan. In view of the Commission's proposal for a South-East Wales County they supported the transfer of southern Breconshire to Glamorgan. The majority of the population of the Twrch watershed area were already in the Pontardawe Rural District of Glamorgan and it was reasonable that the remainder should be brought in.

533. Glamorgan County Council objected to any part of Glamorgan being added to Breconshire either with or without Radnorshire. The industrial fringe of Breconshire certainly had links with the northern part of Glamorgan and in their opinion the whole area south of the Brecon Beacons was cut off by this mountain barrier and looked south rather than north. They thought that, in view of our proposal that Breconshire should be amalgamated with Monmouthshire and Radnorshire, the county boundary should be re-drawn farther north so as to include the whole of the Vaynor and Penderyn Rural District in Glamorgan together with the reservoirs which supplied many Glamorgan water authorities.

534. Neath Rural District Council considered that Breconshire's proposal concerning the Dulais Valley area was inconvenient and unworkable. They claimed that the population of the valley looked south to Neath and Swansea and that the area was a unit which should not be divided.

535. Vaynor and Penderyn Rural District Council and the Vaynor Parish Council did not object to the Draft Proposals in principle; they considered, however, that the district and parish should not be divided, but transferred intact to Glamorgan.

536. Ystradfelte Parish Council registered their objection to the proposals for a South-East Wales County and particularly to the division of their parish. They said that the loss of the major part of their rateable resources would make the survival of the parish almost impossible.

537. Ebbw Vale Urban District Council said that Breconshire's proposal to take the Beaufort area was illogical, unjust and injurious to the urban district as Beaufort was part of the continuous built-up area of Ebbw Vale.

538. Nantyglo and Blaina Urban District Council claimed that, while there was some community of interest between their area and Brynmawr, it was because Brynmawr was closely linked to Monmouthshire rather than that Nantyglo was linked to Breconshire.

GLAMORGAN—MONMOUTHSHIRE BOUNDARY

539. Our proposals for the Glamorgan—Monmouthshire boundary were discussed at a conference held at Cardiff on 29th November, 1961.

540. Glamorgan County Council maintained that the present boundary caused little difficulty and they opposed our proposal to transfer parts of the upper Rhymney Valley to Monmouthshire. If a major change was insisted upon, then they thought that the whole valley should be included in one county, preferably Glamorgan. Monmouthshire County Council, too, claimed that there was

nothing seriously wrong with the present boundary, but if there had to be a major change then the whole valley should be included in Monmouthshire. In their opinion the Draft Proposal for the boundary was unsatisfactory as it excluded from Monmouthshire the Bargoed Power Station whose rateable value constituted about twenty per cent of the rateable value of Bedwellty Urban District.

541. Caerphilly Urban District Council criticised the complacency and inertia of both county councils over the problem of the Rhymney Valley. They said that at district council level there were serious problems and unification had been canvassed for at least fifty years. Until something was done about the county boundary the necessary rationalisation of county districts could not take place. They thought that the best solution was to place the whole of the northern part of the Rhymney Valley into Monmouthshire and the whole of the southern part into Glamorgan.

542. Gelligaer Urban District Council, too, were disappointed at the negative attitude of both the county councils. They said that the division of closely related communities throughout the length of the Rhymney Valley had led to wasteful duplication of services and the creation of a number of administrative anomalies. They thought that county services such as education, health and welfare, highways and police, could be better and more economically provided throughout the valley by a single county authority. At district council level, such services as housing, roads and bridges and refuse collection would benefit from unification of the valley. There were a number of possible solutions such as the inclusion of the valley either wholly in Glamorgan or wholly in Monmouthshire or splitting the valley as suggested by Caerphilly Urban District Council. They themselves favoured the inclusion of the whole valley in Glamorgan, but they considered that the aim of the unity of the valley was more important than the exact means of achieving it.

543. Bedwas and Machen Urban District Council thought that the Caerphilly and Gelligaer Councils were more concerned with the preservation of their own districts than with the issue of county boundaries. They themselves were quite content with the existing boundary.

544. Bedwellty Urban District Council shared the views of the two county councils that in practice there were no difficulties across the present boundary. They objected to our Draft Proposal which, in making a relatively small adjustment of area in order to obtain a better physical boundary, proposed to take out of their district a power station of substantial rateable value.

545. Rhymney Urban District Council claimed that Gelligaer Urban District Council were interested in the unification of the Rhymney Valley only in order to be able to expand across the river. They recognised that there was a case for the unification of the valley in the area of Rhymney and a little to the south of it. For this reason they supported our Draft Proposal, but they did not want the boundary moved to the watershed of the Taff.

546. The few other district councils which made representations supported the councils of their counties.

Chapter 8. Reconsideration

547. In the opening sentence of the first paragraph of our Draft Proposals we called attention to their provisional nature. This was further emphasised at each of the nine statutory conferences, when we made it clear that the proposals represented only our preliminary feelings after the first study of our problem; we added that our minds would not be made up or our final recommendations formulated until we had given further study to all the evidence placed before us, and in particular to the oral representations received at the statutory conferences. Certainly, we sought most earnestly to keep open minds, not allowing our views to become so crystallised or our position so rigidly entrenched as to make it difficult to withdraw or to change, if withdrawal or change should appear to be right.

548. As we expected, our Draft Proposals for the counties elicited abundant criticisms from their councils both by way of written representations and of long oral communications at the conferences. They thus served the purpose for which they were put forward at that stage, and we are grateful to the local authorities concerned for providing us with comments which had clearly been prepared most carefully and in the most painstaking detail. At the same time we cannot but regret that the mountains in labour brought to birth such a tiny mouse: no change, except for some minor adjustments of boundaries. We were still being invited, in effect, to agree to fossilise existing situations. Other organisations also reacted to our proposals, and from these sources there came some constructive suggestions, as well as proposals for some thoroughgoing reforms entirely outside the limits of our task as defined by the Act. To all those representations, suggestions and proposals we have given the most anxious and prolonged consideration.

549. It will be recalled that, in formulating our Draft Proposals, we based ourselves on three main conclusions which we had drawn from our preliminary investigations. These were:—

- (a) that several of the Welsh counties are too small in population and resources to provide that standard of effectiveness that is desirable in modern conditions and that, accordingly, they should be reconstituted into larger county administrative units;
- (b) that in forming these larger units special regard should be had to the needs of the poorer and more sparsely populated areas of Mid Wales, which should draw additional support from the more prosperous parts of the country;
- (c) that in order not to offend unnecessarily public sentiment and local patriotism it was desirable to avoid, so far as possible, breaking up existing counties and to proceed rather by the amalgamation of substantially whole counties.

550. Our contention that significant benefits in the way of more effective local government might be expected to flow from the creation of larger administrative units was strongly challenged by almost all the counties that would have been affected by our Draft Proposals. We do not propose to repeat here either the reasons which determined our view or the arguments which were raised against that view; they have all been set out at length in this Report. As we have

said, we were depressed by the negative approach of the county councils to this problem and their unwillingness, so far as we could see, to look at it from the standpoint of Wales as a whole. For our part we have made it clear that we do not claim that efficiency automatically increases with size; we have never claimed to have discovered the optimum size for the greatest effectiveness of county administrative units; we have made no attempt to prove inefficiency on the part of any particular county. Our proposition is simply that there is a minimum size in terms of population and resources below which the full range of county functions cannot be effectively carried out. We believe that, in general, and subject to the possible existence of exceptional cases, many of our Welsh counties fall below that minimum, and that accordingly it is desirable, in the interests of effective local government and of the people whom local government exists to serve, that the smaller Welsh counties should be replaced by larger administrative units. In that belief we have not been shaken despite the vigour and ability with which the contrary view was pressed in our conferences with the Welsh counties.

551. It is true that it was claimed by many of the county authorities that where for a limited number of services additional specialist staff and institutions were needed, they could be provided by joint action rather than by amalgamation of authorities. We could find little in this suggestion to commend itself to us. In our view, voluntary joint action would not be sufficient. It would be necessary for too many purposes and there are serious drawbacks to extensive arrangements of this sort. In order to be completely effective a joint body must have executive powers, but it is then open to the objection of indirect representation. If the body has no executive functions and is merely advisory, it often becomes a vehicle of discussion rather than of decision, and as such it is rarely effective. Nor, if past experience is to be any guide, would counties be likely to co-operate successfully over the many fields in which joint action would be required. We have therefore rejected this method of achieving the desired result.

552. On the other hand, when we come to the details of our plan we admit that a number of powerful arguments were advanced which tended to show that the pattern which we had put forward in our Draft Proposals might not be the best that could be devised for achieving the object we had in view. We think it desirable, although this involves some repetition, to examine the principal arguments in some detail.

553. We had taken the view in our Draft Proposals that the improvement of the local government services in the Mid Wales counties, with their declining population and low rateable resources, could best be achieved by finding a way of transmitting to them some of the economic benefits enjoyed by the coastal areas of North and South Wales. We, therefore, proposed to join Montgomeryshire with Flintshire and Denbighshire, and Radnorshire and Breconshire with Monmouthshire. The greater resources of the more prosperous counties would, it was thought, be available to buttress the weaker economic position of the Mid Wales counties and provide them with better services than they could now afford.

554. Our proposal was received coldly by both potential benefactors and potential beneficiaries. The councils of the three counties which were to benefit were as much opposed as the councils of Flintshire and Denbighshire, while

that of Monmouthshire was careful to make it clear that it had no wish to be one of the parties to a 'shot-gun marriage'. An arrangement which assigned the task of easing the burden of the poorer counties to some (but not all) of the richer counties because they happened to fit into a given pattern was described as inequitable, and as such was rejected by richer and poorer alike.

555. It was strongly urged that the view that a prosperous industrial area may be expected to give of its strength to relieve the weakness of a remote and sparsely populated agricultural area, with which it has little or nothing in common, is fallacious. Perhaps, indeed, it does ignore the fact that such altruism plays little or no part in the economic sphere. If, as it appears, Economic Man must be assumed to be selfish, this is probably even more true of one particular aspect of him—Ratepaying Man. Rates tend to be resented, even when they are directly meant to benefit those who pay them. Much more are they resented—as one ratepayers' association were quick to remind us—if they have to be paid to confer benefits on 'outsiders', without even an obligation of mutual service.

556. Whether this argument can be regarded as entirely valid is, we think, questionable. If it were accepted, it would seem to cast doubt upon a basic principle of public taxation. It may be true that the more prosperous in a community do not willingly contribute to the support of the less fortunate. The fact remains that they do contribute, and it is surely an accepted feature of a modern democratic society that the rich should help the poor, the strong the weak. Nor was any evidence produced to us to suggest that the weaker sections of existing counties are treated less than fairly by their stronger neighbours. We do not believe that this happens today; we should have difficulty in believing that it was likely to happen under amalgamations such as we suggested in our Draft Proposals.

557. Nevertheless, when all this has been said, it remains the case that there is a genuine fear on the part of the smaller counties that in such amalgamations the weaker partner would not receive fair treatment from the stronger. And this fear, illfounded though it may be, is something which we cannot ignore.

558. A very common complaint, made by both counties and districts, concerned what were regarded as the excessive distances to be travelled to administrative centres in the proposed three-county amalgamations. Thus Machynlleth was described at the statutory conference as being at 'the very tail end' of Montgomeryshire itself and therefore still more remote from, say, Wrexham. Similar doubts were expressed about such distances as Towyn or Mallwyd in Merioneth from Caernarvon, Borth in Cardiganshire from Carmarthen, and Rhayader or Knighton in Radnorshire from Newport. The inconvenience thus caused, it was maintained, would discourage persons of good calibre from seeking election as councillors. It was alleged that we had in our Draft Proposals too readily dismissed these difficulties. We have considered this matter further, and while we believe that because of their devotion to the *status quo* the local authorities have been tempted to exaggerate the difficulties, we are prepared to admit that within our proposed scheme the distances between some points on the peripheries of the new counties and their probable administrative centres, combined in some cases with the nature of the intervening terrain, are such as to constitute an inconvenience for local government. It is certainly true that the new counties of our Draft Proposals, resulting from the threefold amalgamation

of existing counties, inevitably tended to have an inconvenient shape, their length from north to south being much greater than their breadth from east to west.

559. Other objections were advanced to our draft scheme, and some of them seemed to us to be substantial enough to deserve very careful consideration. It was stated, for instance, that the differences in outlook and tradition between the Mid Wales counties and the industrial areas to the north and the south were so great that one could much more easily talk of a disparity than a community of interest. A recent writer¹), commenting on our Draft Proposals, has described Montgomeryshire within 'County B' as 'an appendix in the full medical sense of that word'. The representative of the Montgomeryshire branch of the National Farmers' Union pointed out that in Mid Wales the natural lines of communication go east and west, not north and south. The annual reports of the Mid Wales Industrial Development Association provide ample corroboration of this. In their review of their activities over the years 1957-59 they state that of forty-three firms which were sufficiently interested to consider entering the area twenty-three were from the Midlands as against eight from N.W. England, four from London, and seven from Wales. In the 1960 Report (page 8) it is stated that 'in respect of the North of England the reaction to the Association's approach was such as to confirm its view that industry from this particular area was generally more interested in the possibilities of North Wales as opposed to Mid Wales'.

560. The claim we made in the Draft Proposals that a combination of units should have certain desirable results, such as concentration of effort and reduction of overheads, was challenged at the conferences. Amalgamation, it was said, though it obviously provides a greater quantity of rateable resources within the larger units, does not necessarily achieve any significant concentration in their employment. Where sparsity over a considerable area existed before amalgamation it will not disappear thereafter, but will continue to demand above-average expenditure. After further consideration of the objections advanced we came to the conclusion that, while in general the claim of our Draft Proposals could still be substantiated, some qualification should be made where the combination includes extensive rural, sparsely populated areas.

561. A renewed realisation of the importance of the sparsity factor and of the inefficacy of any indirect method of attacking the chronic ills to which it gives rise led us to reconsider its financial aspects. Our attention was called to them also by the detailed memoranda which most of the county councils, either jointly or separately, had prepared in their representations. We have already mentioned that some areas receive additional rate deficiency grant through sparsity weighting, and it is true that under our Draft Proposals the creation of larger county units would have affected this weighting in such a way as to reduce substantially this element of the rate deficiency grant in the new counties. The estimated annual grants of the amalgamated counties compared with the aggregate grants which their component counties would have received as separate units showed losses ranging from £65,000 in 'County C' to £415,000 in 'County D' over the whole of Wales the loss would have been more than £900,000.

562. It is thus clear that because some of the amalgamations, and particularly

¹ J. Gareth Thomas on 'Local Government Areas in Wales' in *Public Law* (Summer 1962), page 169.

those intended to help the Mid Wales counties, would bring the sparsely populated areas into association with populous industrial areas, for this very reason a heavy financial loss must immediately follow. And we cannot be confident that the proposed association would yield within a reasonable period compensating advantages so large as to make this loss tolerable.

563. The charge was made against us and our Draft Proposals by some authorities that we had made our proposals merely to save Exchequer grant. It is hardly necessary for us to state that there is no truth whatsoever in this allegation. The councils clearly had not realised that any net loss of grant would for the most part go by re-allocation to other local authorities in England and Wales, and not to the Exchequer. We agree that this would provide little comfort to the actual sufferers.

564. On the other hand we do not regard it as an aim of our recommendations to ensure the maintenance of the present volume of Government grants at all costs—even at the cost of preserving a local government organisation which would be less effective than it could be. It is true that, whatever pattern of re-organisation is eventually adopted, Welsh counties will continue to need the support of Government grants, in substantial if varying degree. But surely there can be no doubt that the grant system should be fashioned to fit the pattern of local government and not the other way round; indeed we have argued in Chapter 1 that the finance (including the grant system) and the pattern of local government should be considered together so that they may be better made to fit each other. The grant system has been radically altered at least twice in the last forty years and it may well be altered again; and as we have pointed out, there is in fact statutory provision for a regular quinquennial review of the rate deficiency grant system. In the meantime we are faced with the fact that if our Draft Proposals were fully implemented, this would result in an immediate loss of grant over the whole of Wales of a magnitude which could not be viewed without serious concern. This is something which we are bound to take into account and which, along with the other considerations which we have mentioned earlier, causes us to seek an alternative pattern of organisation which, while being equally effective, would not have the serious financial result which we have indicated.

565. The weight to be attached to each of these arguments which relate to the details of our Draft Proposals and which we have set out above must to some extent be a matter of opinion. Some are obviously of greater consequence than others. All have some substance although perhaps no one alone is decisive. Together they have convinced us that, while maintaining the principle of larger units, we should look again at the details of our proposed new pattern.

566. The problem which confronted us after the conferences was plain. The advantages of strong units of local government were as obvious as ever. As we have already shown, size of population and of rateable value directly affects the quality, and to a great extent the cost, of the many important services which a local authority is required to render to the people of its area. That fact is incontrovertible, and we had to reassess it only to the extent of recognising that in proposing to achieve size through amalgamation we must have regard to the ingredients that were to constitute the mixture in each case. We had to consider whether there were reasonable grounds for expecting them to cohere, or whether

differences of outlook and tradition and difficulties of geography and economics were so great as to nullify the advantages of size. Could we discover a pattern which, while still aiming to remove as far as possible the handicaps which so many of our Welsh counties suffered on account of sparseness of population and poverty of resources, could also be seen to meet whatever criticisms of substance had been advanced against our Draft Proposals for the counties? As it seemed to us, it should be a pattern which imposed a less severe tax on the 'altruism' of ratepayers, which largely obviated the inconveniences of long distances over difficult ground, which would have more regard for homogeneity and community of interest in the wider sense of that vague term, and which would not, by increasing the average density of population and so eliminating or reducing the sparsity element, entail so heavy a loss of Exchequer grant.

567. The system which we put forward in our Draft Proposals was determined by a decision to create amalgamations within which the existing counties would retain their geographical identity, without so substantial a division of their area as would amount to dismemberment. We could not but observe, however, that our feelings as they were there expressed found little response at the statutory conferences. Some counties told us that in any case our proposals amounted not merely to merging but to submerging, and indeed our policy was actually criticised, most clearly by Caernarvonshire, on the ground that, having declared the existing counties to be the outcome of chance circumstances and unlikely to be well suited to their functions, we had proceeded to form threefold amalgamations of these same fortuitous units. Indeed this county declared further that neither Parliament nor the Government had said anything in the Act or the Regulations about preserving the identity of the existing geographical counties, and added that our proposals had evaded the real difficulties. Pembrokeshire expressed the view at the Carmarthen conference that the preservation of existing loyalties within an amalgamation would have the effect of producing serious friction.

568. At the later conferences we indicated that we should be glad to know the views of the counties on this subject, and their preference as between two kinds of amalgamation, one of substantially whole counties and one which departed from the county pattern by ignoring, to some extent at any rate, the existing county units and county boundaries. There was, as might perhaps have been expected, little response to this invitation at the actual conferences, and in any case there had been no opportunity for those counties that took part in the earlier conferences to express their views. We therefore decided to address our inquiry by letter to each county, and to invite a reply. The replies we received confirmed our impression that different views were held by different counties; they were decisive only in reiterating their objection to any kind of amalgamation, whether of whole counties or by division of counties, and in repeating that their councils as at present constituted were best fitted to administer local government. Two counties, however, (Breconshire and Merioneth) stated that if there must be larger units they would prefer the retention of the existing counties. Three took a different view. Caernarvonshire referred us to the statement which was made by the Clerk at the Llandudno conference, and which we have referred to above. Pembrokeshire stated that if there must be radical alteration (which the Council did not admit) the advantage to be derived from incorporating complete counties in an amalgamation was relatively small, particularly if county districts were

to be revised so as to cut across existing boundaries. Denbighshire accepted the principle of the division of counties, but would have it applied only to any new county in Mid Wales, if such should be created; in this area, it was said, the disappearance or truncation of some existing counties would be unavoidable.

569. It is clear that at every stage up to the passing of the 1958 Act the possibility of dividing counties to form new units was envisaged. For example, paragraph 34 of the White Paper dealing with *Areas and Status of Local Authorities* (Cmd. 9831) reads: 'The representatives of the Local Authority Associations were agreed that the Commissions might have to consider the *division*, amalgamation, alteration and extension of counties.' (our italics). The relevant part of the Act is section 18(b), which includes among the changes which may be put forward 'the constitution of a new administrative county by the amalgamation of two or more areas, whether counties or county boroughs, or *by the aggregation of parts of such areas* or the separation of a part of such an area.' (our italics).

570. In seeking, then, an answer to our problem, we felt free to reconsider our earlier view that the division of existing counties should be avoided, and to see whether by admitting such division we could not arrive at a pattern which would be relatively free from the disadvantages which belonged to our Draft Proposals. That pattern for the counties we now proceed to describe, and we hope to show that such amalgamations as it involves go far to satisfy the conditions which we have indicated above.

MID WALES

571. We have already indicated that, after carefully weighing all the critical representations made to us by the county councils and other bodies concerned, we have recognised that there are substantial objections to our Draft Proposals to amalgamate Montgomeryshire with Denbighshire and Flintshire, and Radnorshire and Breconshire with Monmouthshire. The time that has elapsed since the publication of our Draft Proposals provided us not only with the reactions of the various authorities, but also with the opportunity of gaining a more mature appreciation of the problems involved. Many of these have been touched upon in the opening section of this Chapter.

572. As a result we have decided to abandon our proposal for the three-county amalgamations of our Draft Proposals and to look for an alternative pattern which, while still keeping in view the importance of the factor of size, would be less open to the objections advanced against our previously proposed amalgamations. In order to find such a pattern we have felt justified in proposing, where that seemed necessary, the division of some of the existing counties. Indeed, without such division no satisfactory scheme presented itself.

573. With particular regard to the counties of Mid Wales, we accept the validity of the criticisms which we have described above. We agree with the view that they should not be torn apart, or merged with the disparate industrial counties to the north and the south. But we are as unwilling as ever to give up this 'core of the problem' (as we described it) in despair, and leave untouched each county, destined, it would seem, to become increasingly sparse, impoverished, and dependent on deficiency grants to keep its head above water.

574. The obvious alternative was to consider the possibility of uniting the parts

of Mid Wales into an administrative county of which every part would share in a common concern for the well-being of the whole and about the ways and means of dealing with their common difficulties.

575. We therefore recommend that a new administrative county should be set up, comprising the Mid Wales area as a whole; the extent of the new county should be as we indicate in the following paragraphs, and it could be given the county name of 'Mid Wales'.

576. We do not believe that by making such a recommendation we should be creating a wholly artificial area, devoid of cohesion and without community of interest. On the contrary, Mid Wales, we believe, has an importance of its own as a separate entity, to be differentiated from North Wales and South Wales alike. Where Welsh is still vigorous in its western parts, the area is a middle zone within which the student of language, as he moves north, notes the gradual abandonment of the distinctive features of the South Wales dialects and the substitution of those of the spoken Welsh of North Wales; it is thus a middle zone of transition, a bridge between north and south. The early history of the University of Wales reminds us that neither North Wales nor South Wales were willing to regard the first college at Aberystwyth as being within their region.

577. A prominent feature of the area as a whole is its river system, the relatively short rivers like the Mawddach and the Dovey running west, and more obviously the valleys of the Severn, the Wye, and the Usk running roughly east, so that for the most part the area tends to look outwards to the east—towards Shropshire and Herefordshire and the West Midlands—rather than to the north or the south. (See also above, paragraph 559).

578. Perhaps it is not without significance that a proposal to form a Mid Wales county was submitted to us by the Aberystwyth Borough Council in reply to our first communication. The Crickhowell Rural District Council also made at that stage proposals for the formation of three new counties—Mid Wales, West Wales, and East Wales. Their proposal for Mid Wales differed from that of Aberystwyth in excluding Montgomeryshire. Both agreed in their inclusion of parts of Breconshire and Cardiganshire. In the area which we would include in the Mid Wales county we have found ourselves for the most part in agreement with the Aberystwyth proposals, as will appear in the following delineation of the boundaries we suggest.

579. The proposed county would be bounded on the west by Cardigan Bay, and on the east by the English border. In our view that part of Merioneth which includes the Dolgellau Rural District together with the urban districts of Towyn, Dolgellau, and Barmouth should form part of Mid Wales. We shall give our reasons for thus dividing Merioneth between a new county in the north-west and our proposed county of Mid Wales when we come to deal with the north-west (paragraphs 607-608). One reason is our acceptance of the objection that places in south Merioneth such as Towyn or Aberdovey would be very inconveniently placed in relation to any probable administrative centre in the 'County A' of our Draft Proposals. It seems clear that the most convenient centre for our Mid Wales County would be Newtown or Llanidloes, and we think that either will be found easier of access from Towyn or Dolgellau than either Caernarvon or Bangor. It is true that the Camhrian Mountains must be crossed, but the road through Bwlch Oerddrws and Dinas Mawddwy, already within the county

of Merioneth, provides a reasonably easy passage and the distance is not great. We recognise also that south Merioneth, like north Cardiganshire, differs from its neighbours to the east in that it retains its distinctively Welsh character and uses the Welsh language freely; nevertheless, its economic problems are the same, a fact which both Merioneth and Cardiganshire have fully appreciated, for they are both active members of the Mid Wales Industrial Development Association. We may note here also that by the inclusion of this part of Merioneth in the Mid Wales County the difficulties presented by the boundaries in the Dulas and Dovey Valleys would disappear, and the Dovey would lie entirely within the one county, as was proposed by the Urban and Rural District Councils of Machynlleth.

580. The northern boundary which we propose consists, therefore, in the main of that of the Dolgellau Rural District and of the present county of Montgomeryshire, except that a small area at the southern end of the present Denbighshire and belonging to the basin of the Tanat, whose waters run ultimately into the Severn, should be transferred from the north-east to Mid Wales.

581. As to the southern boundary of our county we propose that it should be so defined as to include the northern part of the present county of Cardiganshire, namely the Aberystwyth Rural District and Aberystwyth Borough. In assigning north Cardiganshire to the Mid Wales County we agree with the proposals of the Aberystwyth Borough Council and the Crickhowell Rural District Council. We differ from them, however, in proposing to include only the Aberystwyth Rural District, and not also the Tregaron Rural District. We do so because, although on a map it might appear logical to include the latter, in fact the Cambrian Mountains present an almost impenetrable barrier between Tregaron in the west and the Wye Valley in the east. Tregaron could make convenient contact with Mid Wales only by devious routes north through Devil's Bridge or Aberystwyth, or south into Carmarthenshire and via Llandovery; it is one of a line of market towns in the Vale of Teifi, and its communications with Carmarthen are much easier than with Mid Wales.

582. Our boundary would proceed southwards so as to include in the Mid Wales county not only the Builth Rural District (with Llanwrtyd Wells Urban District and Builth Wells Urban District), but also the Brecknock Rural District so far as it lies north of the watershed formed by the Beacons (and including Brecon Borough).

583. We believe that we have adopted the only really satisfactory way of defining the southern boundary of the Mid Wales County by following as closely as possible the watersheds of the two mountain ranges—the Beacons and the Black Mountains, allotting only that part of Breconshire which lies north or west of them to our new county. We adhere to the view we expressed in the Draft Proposals that the southern fringe of Breconshire, with its industrial element, goes economically and socially with Glamorgan; but we go further (a) by moving the boundary somewhat further north so as to make it correspond with the watershed of the Beacons, and (b) by applying the same criterion to Monmouthshire and the Black Mountains, so that Crickhowell Rural District, Brynmawr Urban District, and a part of Hay Rural District, being south or east of the watershed, are combined with Monmouthshire in the south-east.

584. We consider that a Mid Wales County, such as we have described, is not

subject to the weightier criticisms that were advanced against the two three-county amalgamations of our Draft Proposals. Where all alike are threatened with loss of population and resources, no one is invited to exercise an unwelcome altruism. Though the area of the proposed county is large, it is nevertheless so shaped that a centre can readily be found which is not unduly distant from places on the perimeter; convenience in terms of distance should, of course, be measured not by the maximum length or width of an area, but by the length of the radius from the centre to points on the circumference. Instead of the disparities of interest and of distribution of population, which characterised the amalgamations of our Draft Proposals, the Mid Wales County has community of interest and a reasonably uniform density of population. Finally, the formation of this county, under the financial system which now prevails, will not entail the heavy loss of deficiency grants (through the reduced population weighting) which would result from our previous proposals.

585. This is not to say that we are perfectly happy about the proposed county. It will have some evident weaknesses. Its total area would be almost 1,500,000 acres, most of it above 700 ft. and much of it rising to the great heights of Cader Idris, Plynlimon, Radnor Forest and Mynydd Epynt. Its population would be little more than 125,000—the lowest of the seven counties we propose except Anglesey, which we shall deal with later. It must, therefore, be regarded as a relatively weak unit of local government in respect of population, rateable resources, and ease of communication.

586. The truth is, however, that the weaknesses of Mid Wales are inherent in its very character, both physical and economic. No amalgamations, divisions, or boundary changes can themselves work the miracle of giving it strength and vigour. The most we can do is to put it in the best position for helping itself and for attracting assistance from the quarters which can and should provide it. We agree with Mr. J. G. Thomas¹ that one has 'to accept the fact that there exists this region in Mid-Wales which, at the present time, needs financial support if it is to provide the necessary services, and to create out of it one single local government unit which could carefully plan the use of its own resources and of the external help, doing so with a view to reducing its own dependency and progressing towards a stage of economic viability'. To the attainment of that stage our proposals, concerned as they are with the areas and boundaries of local government, can make only a limited contribution, though we believe that at this time it would be a contribution of considerable importance. The path towards an established prosperity in Mid Wales must in our opinion be trodden by a single united authority, which, while ministering through the usual services to the needs of the various parts, will also be able to survey its area as a whole and form its own view on the measures best calculated to invigorate its economy. Its strength should enable it to adopt and pursue policies which none of the present counties can contemplate alone.

587. These are indispensable preliminary steps. But no measure belonging wholly to the sphere of local government is likely to lead to a permanent improvement. The Mid Wales Industrial Development Association has repeatedly stressed the need for some large-scale initiative by the Central Government, accompanied perhaps or preceded by an Economic Development Plan for

¹ *Ibid.* Page 173.

Mid Wales. It is true, we understand, that financial assistance may be available towards the building of factories under the Development and Road Improvement Funds Act 1909, but so far as we are aware relatively little aid has yet been obtained from this source. On the other hand it appears that the area does not qualify for the special aid available under the Local Employment Act 1960, since the very ailment from which it suffers—depopulation—prevents it from showing a high degree of unemployment. While it does not lie within our competence to cure the ills of this lovely area, we can at least dare to say where in our opinion after a study of its local government the cure is to be found. What the area surely needs is the establishment of some organisation with means and powers sufficient to attract suitable industries to appropriate places. We would add further that it clearly behoves the whole of Wales to attend to the needs of Mid Wales. It is different, but not disconnected, from the more populous areas of North Wales and South Wales. We have described it as a bridge between them. It must not be allowed to fall into disrepair; for without it the possibility of North and South going their separate ways is greatly increased.

ANGLESEY

588. The question of Anglesey and its proper treatment has given us much anxiety. In our Draft Proposals and in an earlier Chapter of this Report a great deal was said about the importance of the size of a local authority in terms of population and of resources. We emphasised the steadily growing demand for a variety of services within such departments as education, health, and welfare, and the growing need for a fuller range of specialist officers and assistants to cope with them. We also pointed out that costs of administration per head of population were, in general, considerably higher in the smaller counties than in those that were larger, and we gave figures for the year 1959-60. It is these same small counties that depend on grants of various kinds to make up more than eighty per cent of their income.

589. We have certainly not changed our minds on this question of size, which we continue to regard as being of great importance. We do not, however, consider it to be of such unique importance as to exclude the due consideration of other factors which, though less tangible, yet demand our appreciation. There are, in the case of Anglesey, a number of such factors which have caused us to modify our general view based on considerations of size. First, it is an island. Communication with the mainland is provided only by the Menai Suspension Bridge (road) and the Britannia Tubular Bridge (rail). Even more, perhaps, than the physical is the psychological import of this fact, for it undoubtedly creates a sense of separateness, of disjunction, in the minds of the inhabitants. Secondly, within its coasts the land is of a gently undulating character; among Welsh counties it is unique in that there are no high mountains with their attendant difficulties. Thus while it is insulated in its external relations by the sea, there are within its boundaries no natural barriers to a close association.

590. It is one of the six Welsh counties whose population is less than sixty thousand, but though it is no more exempt than the others from some of the defects that attend upon limitations of population and resources, it differs from the other five in some significant respects. In matters of finance—costs per head, and percentage of income derived from grants—it is to Anglesey alone of the six small counties that our strictures do not apply. Whereas in the other five

counties the percentage excess over the average of costs per head for the Welsh counties in 1960-61 varied between twenty-five and seventy-three, the excess percentage figure for Anglesey was only ten, and this in spite of Anglesey's exceptional expenditure on the county's water undertaking. If the cost of the county water scheme were excluded, the figure for Anglesey would be little different from the actual average.

591. An analysis of the incomes of the Welsh counties, showing to what extent they consist of grants of various kinds as against rates, again tends to set Anglesey apart. In 1960-61 the counties which received over eighty per cent of their income from Government sources were the four small counties of Merioneth, Montgomeryshire, Radnorshire and Cardiganshire. Breconshire fell just below (seventy-eight per cent), but Anglesey (seventy-four per cent) compared with Pembrokeshire (seventy-five per cent) and Monmouthshire (seventy-three per cent).

592. Again, Anglesey differs from the other small counties in its compactness—a quality which is as important as its insularity. It alone of the six has a density which disqualifies it from receiving, within the rate deficiency grant, a grant for sparsity. It is this compactness too, in contrast to the extensive areas of sparse population in many other counties, that has enabled Anglesey to achieve a tolerable measure of specialisation.

593. In our Draft Proposals we said that Anglesey's insularity was apt in the sphere of local government to act to the detriment of the area. A closer study of Anglesey's administrative record, however, gives the impression that its insularity, so far from causing stagnation, has sometimes prodded its Authority to engage in programmes of original experimentation. Examples of such are the experiment in the fluoridation of the water supply, the mental health survey subsidised by the Nuffield Provincial Hospitals Trust, the early establishment of comprehensive schools following the Education Act 1944, and the county water scheme. This progressive tendency is also manifest in the formulation by the Authority of a five-year programme covering all departments and accompanied by detailed financial forecasts of both capital and revenue expenditure.

594. An important feature of communal life on the island is the wealth of its county organisations, many of them of real cultural significance and often closely associated with departments of local government. The most noteworthy of these is Cyngor Gwlad Môn (Anglesey Rural Community Council) with its wide range of activities in the various arts and in rural industries. For many county organisations it provides the secretariat. There is clearly a close and active interrelation between the Local Authority and the cultural and social organisations of the county, and there seems to be no doubt that the closely knit pattern of public communal life in the island reflects a subtle, traditional sense of community within and of difference without. This, indeed, was one of the things which struck us most forcibly at the statutory conference.

595. In view of the natural ease of communications with the administrative centre at Llangefni, we might well have recommended, had we the power, an arrangement whereby the County Council would take over the functions of the district councils, leaving strictly local interests to the third tier, the parish councils. It is indeed significant that the Council has retained all planning powers, that the care of libraries is a general county purpose, that it is the County

Council's business to collect water rates, and that the County Council has co-operated closely with district councils in the provision of houses. Such a recommendation, however, lay outside our powers, and therefore in all the circumstances and not without some hesitation we recommend that in Anglesey the *status quo* should remain.

596. We realise that in so recommending we are departing from the overall pattern of our recommendations for the Welsh counties—a pattern that is largely determined by the importance we attach to the creation of administrative units which shall be relatively strong in rateable resources and in size of population. We have done so because we believe that in the case of Anglesey there exist exceptional conditions both of geography in its relation to the Welsh mainland and of topography within its own borders, and that these conditions, taken together with their effects—the outlook of the islanders and the character of the administration—should outweigh considerations of size and strength. We believe, however, that the Anglesey County Council are alive to those deficiencies which no amount of administrative care and skill can wholly remove, if the means are lacking, and will not hesitate to propose schemes of joint action with other counties where this will best serve the interests of the people of the island. This would apply in particular to some of the services in which the population of the island would not provide work for a full staff of officers. Indeed, we would suggest that with their obvious flair for experimentation the Council should regard their tasks in the immediate future as an experiment in administration to discover whether and how they can produce results comparable with those of larger and stronger units.

597. We recall that the County Council at our conference declared that the cost of making further appointments of specialist advisers in the personal services would add only a quite small amount proportionately to their present costs. We may therefore assume that these gaps are being, or soon will be, filled.

IN THE NORTH-WEST

598. Having withdrawn Anglesey from the suggested 'County A' of our Draft Proposals and having now included the southern half of Merioneth in a Mid Wales county, we had next to determine the eastern limits of our revised North-Western County.

599. We stated in our Draft Proposals that we considered the present eastern boundary of Caernarvonshire, formed by the river Conway, to be unsatisfactory because it divides communities having common interests according to their situation on one side or the other of the river, and we proposed that the boundary should be moved a few miles east of the river. We also proposed that the parish of Eidda, which seemed to us to have its closest links with Tir Ifan and the area to the east, should be included within our proposed North-Eastern County. The most serious objection advanced against the former proposal was that it would have the effect of separating the two closely related villages of Nebo and Capel Garmon. With regard to the latter, it was pointed out by or on behalf of the parishes of Tir Ifan and Eidda that they should go with the areas of Nant Conway and Llanrwst into Caernarvonshire, since Llanrwst is the market town where local government is administered by the councils of Nant Conway and Hiraethog.

600. Further consideration has led us to take the view that a more satisfactory recommendation involves a more drastic proposal, which would also dispose of both the objections just mentioned. Llandudno has often complained of the disproportionate burden of the present county rates which it has to carry, and since our Draft Proposals were published it has been pointed out that we were proposing to add yet further areas with low rateable values. The three counties of north-west Wales also objected to 'County A' of our Draft Proposals that with an area twice that of Glamorgan its population would be less than one-third, and its rateable value only one-fourth. Both complaints were substantial enough to call for further consideration.

601. One of the few constructive proposals which we received came from the Colwyn Bay Borough Council. Having at first proposed the transference eastwards of the urban district of Llandudno and part of the Borough of Conway, they now proposed the opposite transference of the North Wales holiday resorts (Rhyl, Prestatyn, Abergelle and Colwyn Bay) to the western group ('County A'), and presented figures to show that their proposal would mean an approximation of rateable values as between the two new northern counties. They also declared that there was no community of interest between the Borough of Colwyn Bay and the industrial area of east Denbighshire. There is no doubt that some such measure would do much to mitigate the hardship of which Llandudno has been fairly complaining.

602. It is clear, however, that to confine the proposal to the coastal resorts would produce a shape which was both impracticable and objectionable. Colwyn Bay Borough Council proposed to include with the coastal areas to be transferred to the North-West County the Aled and Hiraethog Rural Districts in Denbighshire and the St. Asph Rural District in Flintshire.

603. Could the transference of a not inconsiderable portion of the present county of Denbighshire to the north-western amalgamation be justified? Its financial advantages are clear; the inclusion of the areas of the Colwyn Bay Borough and the Abergelle Urban District, even without any part of Flintshire, would certainly, as the Colwyn Bay Council claimed, do much to improve the rateable resources of the north-west and bring them nearer to those of the north-east. But these, we think, are not the only grounds on which our proposal can be fairly based. In a recent Welsh volume on east Denbighshire, written by a native of Denbighshire¹, the present county has been described as one of the mistakes of Henry VIII, who created an incongruous union when he connected parts of the *Perfeddwlad* in the west with a portion of the old *Powys Fadog* in the east. The two parts, he declared, have failed to merge, and the dualism is apparent in the county's local government.

604. Such comments cannot be lightly dismissed. Indeed, it is significant that concern for preserving the independence and integrity of the existing counties seemed to be less evident in regard to Denbighshire than any of the others. The written representations as well as the oral statements made at the Wrexham conference show that not only the Colwyn Bay Borough Council but also the Borough Councils of Ruthin and Wrexham, the Urban District Council of Abergelle, the Rural District Council of Wrexham and the Wrexham Trades

¹ Frank Price Jones, *Cryddo Dwyraîn Dinbych*. Page 9.

Council and Divisional Labour Party all favoured proposals whereby Denbighshire would cease to be an independent administrative unit.

605. We have not accepted the Colwyn Bay Borough Council's proposal in its entirety. The addition of the parts of Flintshire proposed by Colwyn Bay would, we consider, take the resultant county much too far east and give it a very inconvenient shape. Nor do we see any great virtue in bringing all the resorts, which differ among themselves substantially in their character, into one unit of government. Historical arguments could doubtless be advanced for including the Vale of Clwyd in a north-west county with Caernarvon as its centre, but to do so would be to create considerable inconvenience. Whatever town became the centre of the North-East County which we shall recommend, it would certainly be more accessible to the Vale of Clwyd than is the distant town of Caernarvon.

606. Our proposal is, in fact, less drastic. We recommend that the eastern boundary of the proposed North-West County should run roughly south from the present Denbighshire-Flintshire boundary at the mouth of the river Clwyd, leaving the hamlet of Glasfryn to the east. Thus we propose that Colwyn Bay Borough, Abergelle Urban District, and considerable parts (but not the whole) of the Aled and Hiraethog Rural Districts should be included in the suggested new North-West County.

607. A feature of our proposed 'County A' which was much criticised was the alleged inaccessibility of any likely administrative centre to towns and areas on the southern periphery. This was mentioned, for example, at the Llandudno conference by the representatives of the Merioneth County Council, the Merioneth Association of Parish Councils and the Bangor Borough Council.

There is, we think, substance in the criticism. The distance between places like Towyn in the southern part of Merioneth and Caernarvon, the probable administrative centre, is considerable. What gives still more substance to the charge of inconvenience is the nature of the terrain that lies between the two points. It includes the high mountain masses of Cader Idris, the Rhinogs, the Arenigs and the Moelwyns of north Merioneth, and the Snowdonian mountains of Caernarvonshire. There is also the estuary of the Mawddach which penetrates many miles inland before it is possible to cross by road, and the broad Traeth Mawr between Harlech and Portmadoc. The service of trains is poor, that of long distance buses no better. We mentioned in our Draft Proposals the possibility of mitigating the effect of increasing the size of county areas by a suitable choice of administrative centres, but we should be surprised if any great measure of approval were given to a suggestion that the centre of administration, whether of the 'County A' of our Draft Proposals or of the North-Western County which we now propose, should be removed from historic Caernarvon, even assuming, which is very doubtful, that a centre, more generally convenient, could be found somewhat nearer the southern edge of Merioneth.

608. The proposal we make here is not a mere expedient to meet the objection of inconvenience raised against 'County A'. Though it does that, there are other grounds, which we believe, make it inherently desirable. The county of Merioneth is so placed and so divided by the long Mawddach Estuary that it belongs partly to North Wales and partly to Mid Wales. The Dolgellau Rural District Council in their representations described the river Dovey as 'the

traditional boundary between North and Mid Wales'. We question the accuracy of this description. When the Dovey is mentioned as a boundary, for example as early as the twelfth century by Gerald the Welshman in his *Itinerary*, it is made the boundary between North and South Wales, with Mid Wales, as so often, ignored. We have been reminded that when the extra-mural departments of the university colleges of Bangor and Aberystwyth looked for a territorial boundary between their spheres of activity they found it in the neighbourhood of Barmouth and the Mawddach. Moreover, though such places as Ffestiniog and Trawsfynydd would be generally regarded as being in North Wales, nevertheless the County Council of Merioneth considered their interests in Mid Wales to be strong enough to justify their being represented as full members of the Mid Wales Industrial Development Association. Indeed, this dichotomy within the county has its roots in early history, for there was once a clear distinction between the commote of Ardudwy in the north which was part of Gwynedd, and the cantref of Meirionnydd in the south which for many generations was ruled by its own dynasty and was at first more closely related to Powys than to Gwynedd¹).

609. For these reasons we have recommended that that part of Merioneth which lies about and south of the Mawddach Estuary should form part of Mid Wales. This would in effect signify the Dolgellau Rural District as well as the urban districts of Towyn, Dolgellau, and Barmouth. The rural districts of Penllyn and Deudraeth together with the urban districts of Ffestiniog and Bala should belong to the North-Western County. We make no change from our Draft Proposals for the rural district of Edeyrnion, which we still consider should belong to the North-Eastern County as that is modified in these Final Proposals.

610. As for the northern part of Merioneth, we are convinced that by ceasing to belong to a county whose population is small and whose rateable value, even allowing for current developments, is still well below the average, and coming to belong to our proposed new county with a population of over 180,000 and a rateable value exceeding £2½ million, this part of Merioneth will benefit substantially—particularly in respect of health, welfare and education in all their increasingly diverse aspects. We have received evidence that fully satisfies us that these and the other services in the present county are conducted in a way that reflects full credit on its Council and all its officers. We are equally satisfied that they are hampered, and must continue to be hampered, to a serious extent by lack of resources.

611. If this proposal to form a new administrative county in the north-west is adopted, we suggest that it should be known as 'Gwynedd'. We do not think that the fact that the name is now given to a somewhat different area in connection with the organisation of the police force need cause any inconvenience. We are also aware that historically the principality of Gwynedd included Anglesey. But later the name seems also to have been used to denote the mainland territory, to the exclusion of the island; for example, in the *Oxford Book of Welsh Verse* No. 70, where a poet of the fifteenth century distinguishes more than once between Môn and Gwynedd.

¹ See J. E. Lloyd, *History of Wales*, I page 250, II page 466.

IN THE NORTH-EAST

612. In our Draft Proposals we proposed the formation in north-east Wales of the new 'County B', consisting of the three existing counties of Flint, Denbigh and Montgomery. The amalgamation of the last-named county with the other two was in accordance with our policy of joining the poorer counties of Mid Wales with their stronger and more prosperous neighbours in the north and the south. We have already explained at some length the reasons why we have come to hold a different view of this policy, and it is unnecessary to repeat them here. Our final proposal for the north-east is that a new administrative county should be formed, consisting of (i) substantially the whole of Flintshire, (ii) Denbighshire save that western portion which we have proposed should go to the North-West County, and a small extent of territory in Ceiriog Rural District on the southern boundary of the county, and (iii) the Edeyrnion Rural District, which is now in the county of Merioneth.

613. We suggest that the new county could conveniently be named 'Flint and Denbigh'.

614. There is nothing new in the proposal that the counties of Flint and Denbigh should be combined. It was, for example, made by our immediate predecessors, the Local Government Boundary Commission, in their Report for the year 1947; it is noteworthy that a common feature of all the four patterns of counties advanced by that Commission was the merging of Denbighshire and Flintshire. It had earlier been made by the Boundary Commission of 1887-88, whose Report came too late to be implemented in the 1888 Act. That Commission stated that the counties' geographical relation to each other was such that the people of both used many markets in common, and they must often, too, travel through one county to complete a journey between places in the other. Indeed, apart from the anomalies of the Maclor district, completely detached from its county, and of the parish of Marford and Hoseley, wholly within the county of Denbigh but still part of Flintshire, there are many difficulties on the common boundary, some of minor significance, others more substantial, where one county protrudes markedly into the other, or where the boundary crosses and re-crosses at haphazard a main road or divides a community. They exist, for instance, in the Maeshafn area, near Cat Hole, in the parishes of Aberwheeler and Bodfari, and about the rivers Alun, Cegidog and Wheeler. Though the county councils have declared their readiness to reach agreement on boundary problems, one could not but observe that the solutions proposed by each seemed invariably to involve a transference of territory in its own favour. There would certainly seem to be much difficulty in reaching an agreed solution. It is interesting to recall that difficulties in connection with its boundary with Flintshire attended on the very birth of Denbighshire; for though the county was created by the Act of Union in 1536 it took another six years to resolve disputes about its limits, and a special Act was required to transfer to Flintshire various townships and parishes, including Hope, St. Asaph and Hawarden—places which in 1536 had been assigned to Denbighshire¹.

615. There is, in our opinion, no doubt that the union we now propose, that of Flintshire with east and central Denbighshire, is of the kind which is most likely

¹ See J. F. Rees, *Studies in Welsh History*. Page 40.

to be successful. Neither party predominates over the other unduly either in population or in rateable resources. Throughout a large part of the area there is a reasonably uniform density of population. There is also a community of interest in that they constitute together the North Wales coalfield and possess in general an industrial character. The economies of both counties are much involved in the industrial and commercial activities of the Merseyside area.

616. Both county councils, in replying to our Draft Proposals for the three-county amalgamation, have stated that they are convenient and effective units of local government, and ought therefore to be left alone. Flintshire has argued, and Denbighshire has at least implied, that since the duty laid upon us by the Act of 1958 was that of reviewing the organisation of local government and of making proposals for changes in the interests of effective and convenient local government, we are not justified in proposing any such changes unless we can first show that the unit concerned has failed to provide effective and convenient government. We are unable to accept this interpretation of our task. As we said at the Wrexham conference, we do not regard it as part of our duty to build up a case showing inefficiency on the part of local authorities, nor do we regard evidence of inefficiency as essential to the case for alterations in the county pattern. 'Effectiveness' and 'convenience' are relative terms, and we should not be fully discharging our duty if we did not consider, having regard to the probable future course of local government, whether by any reasonable means the effectiveness of a unit of local government can be increased and whether it can be made more adequate to perform the services it will be required to perform. Moreover, we cannot repeat too often that we are concerned not with one county but with the whole of Wales.

617. If the administrative county that we propose were established in north-east Wales it would have a population of about 280,000 with a rateable value of something like £3,700,000—a county far more nearly comparable with the strong counties of Glamorgan and Monmouthshire than any of the existing North Wales counties. A study of the administrative records of Denbighshire and Flintshire gives the impression that in regard to some of their services they are complementary, as for instance in the provision of further education, and that their union may be expected to facilitate the solution of administrative problems. Such a wider (but not too wide) area would be the object of a common planning policy, and the greatly increased population could reasonably demand, and more readily afford, that degree of specialisation which the growing complexity of many important services will require.

618. It is true that for historical reasons Flintshire is a county of exceptionally small acreage, and this no doubt has fostered close community of interest. We cannot believe, however, that by being merged to form a larger county whose acreage will still be in the same range as that of the present counties of Glamorgan or Breconshire or Montgomeryshire the common interest and purpose of its inhabitants will be destroyed. Nor do we believe that two areas, which are now independent of each other but whose fundamental interests and needs are so much alike, will not continue to find able and public-spirited councillors and officers whose increased opportunities will lead to greater and more fruitful achievements rather than to the kind of ineffectiveness predicted by Flintshire County Council.

619. With many of the objections advanced by both counties against the introduction of Montgomeryshire as a third element, such as the lack of common interest and the disadvantages of long distances and different aims, needs and traditions, we have come to agree. The proposal we now make is, we hold, free from these objections. It provides for a county which is of adequate population and resources. It should present ample opportunities for concentration of effort, and few dangers of its dispersal. Both the parts which go to make the county are primarily industrial, but contain also, as is desirable, certain rural areas. The existing anomalies, territorial and boundary, would be resolved by the union, and the transference to the North-West County of the western portion of Denbighshire would leave a county of reasonable shape, of which Wrexham would appear to be the appropriate centre.

620. We continue to feel that Edeyrnion Rural District should be associated with its neighbours to the east, and included in our proposed North-Eastern County. This is in accordance with the wishes of its Council and of the majority of the inhabitants, whose parish councils held public meetings to discuss our Draft Proposals.

WEST WALES

621. We recommend the formation of a new administrative county in the south-west to which could be given the name of 'West Wales'. It would consist of Carmarthenshire and Pembrokeshire together with south Cardiganshire (comprising the rural districts of Tregaron, Aberaron and Teifside, the urban districts of Aberayron and New Quay, and the boroughs of Cardigan and Lampeter). Thus we have not departed from our Draft Proposal for 'County C', except that we recommend the inclusion of north Cardiganshire in a new Mid Wales County. This change, in our opinion, meets the objection raised by the Cardiganshire County Council to our 'County C', namely that the result of the proposed three-county amalgamation would be the fragmentation of the Mid Wales area and the end of co-operation between its counties. As we have already said, we regard north Cardiganshire and south Merioneth as belonging to Mid Wales, and our new proposals provide for a closer and more effective union among the various parts of Mid Wales than could be realised through the present *ad hoc* co-operation of five separate counties.

622. There are ample historical grounds for the formation of a West Wales unit of the kind that we propose. The various parts of this peninsular area share common historical traditions extending over many centuries. Roughly it corresponds with the old province of Deheubarth, ruled from its capital at Dinefwr in the twelfth century by the Lord Rhys, and restored in the fifteenth under the leadership of Sir Rhys ap Thomas. Later still, in the eighteenth and nineteenth centuries, the estates of the great landowners were scattered over all three counties. Chief among these were the Rices of Dynevor, descended from Sir Rhys, the Cawdors of Stackpole in Pembrokeshire and Golden Grove in Carmarthenshire with lands also in the area where the three counties adjoin one another¹, and the Philippses of Picton Castle and Carmarthen.

623. This unity of interest, both social and economic, rests on a geographical basis. The whole area is bound together by the parallel rivers Teifi and Towy.

¹ See David Williams, *The Rebecca Riots*, Page 297, note 4.

The former, which forms the boundary between Cardiganshire and Carmarthenshire for much of its course, has been described by Professor David Williams as 'the unifying factor in the valley through which it flows'(²). Between the two rivers runs a continuation of the high Cambrian moorland, ending in Mynydd Preselau in Pembrokeshire, the whole forming, in the same author's words, 'the backbone of West Wales'(³). We would also quote his statement that 'The northern part of Cardiganshire lies outside this region; it looks towards the Dovey Estuary, and, in dialect as in sentiment, has a close affinity with North Wales'(⁴).

624. It is true that the new county, predominantly Welsh, contains the anglicized area of south Pembrokeshire, but that area has been able to live in close union with the more Welsh parts of the present county, and we see no reason why it should find more difficulty in living within the larger area. Moreover, the neighbouring Carmarthenshire has always presented a similar dualism, for it was made up of two main units, namely the more anglicized Royal County of Carmarthen, which was held by the king before the final conquest of Wales and consisted of various lordships in the lowlands bordering the sea, and the lands of Ystrad Towy in the Welsh valley country of the interior(⁵). We are quite unable to accept the view that Pembrokeshire will find itself yoked to an alien society, and will suffer accordingly. Nor do we believe that, because of the industrial interests of Carmarthenshire and Pembrokeshire, south Cardiganshire will be neglected; both the larger counties already have extensive rural areas and agricultural interests, which have been actively encouraged in Carmarthenshire, and the close attention these areas now receive will surely be shared by the lands north of the Teifi. At the same time it is the coal-mining and other industries of the Llanelly and Ammanford areas that make of the whole area an economically viable unit with a population of almost 300,000 and a rateable value approaching £3,000,000.

625. Our proposed 'County C' was described by Carmarthenshire County Council as a large and unwieldy area. It would certainly be large by present Welsh standards, as indeed is the West Wales County which we now propose. We do not believe either would be found to be unwieldy. Certainly the exclusion of north Cardiganshire removes the inconvenience which the critics of our 'County C' found in the distance of places in that area from Carmarthen; and from the towns of south Cardiganshire the distance to Carmarthen differs only slightly from that to Aberaeron, where the meetings of the Cardiganshire County Council and their main committees are now held.

626. We do not wish to dwell too much on the inadequacies of the smaller counties, of which a larger unit may be expected to be free. But we are bound to say that not a few of them were found in this area. We have already quoted Mr. Clement Davies on the 'absolutely absurd' structure of local government in his own county of Montgomeryshire. He could have applied the same comment to Pembrokeshire with its eleven second-tier authorities, and Cardiganshire with nine. In this area too we saw something of the reverse side of the coin, on whose

² *Ibid.* Page 1.

³ *Ibid.* Page 2.

⁴ *Ibid.* Page 1.

⁵ See William Rees, *An Historical Atlas*. Page 53.

obverse such a touching image of local government is conveyed by those who lay all their emphasis on the adjective. There was not lacking evidence that the very close connection between the councillors and their electorates can produce pressures that spring from an excessive deference to personal views or a parochial championship of strictly local interests; evidence, too, of a strong tendency for rigid economies to prune necessary developments, or to inhibit them altogether.

627. Another dubious feature, much observed in this area though by no means confined to it, was the practice of appointing all the members of the council to many of its main committees. In Cardiganshire, for example, the Highways, Education, Health, Finance, and Welfare Committees comprised all sixty-six members of the Council (with the addition, for education, of ten co-opted members). We have already referred to the need for rationalising the committee structure, not merely in order to make larger units of government more practicable, but also in the interests of increased efficiency. It is no answer to say with the Carmarthenshire County Council that many of the services are the concern of every member, or, as the Cardiganshire County Council pleaded at our conference, that a more rational sharing of membership would entail lack of experience. It is a question whether indiscriminate membership of, and regular attendance at, a considerable number of very important committees and sub-committees in addition to the council itself is calculated to supply the kind of experience which is based on a critical appreciation of questions of policy, rather than a mere acquaintance with petty details that are best disposed of by the departmental staff.

628. In addition to the views we have just expressed we are content to refer to our factual summaries, which were mainly based on the knowledge collected during our visits, and are to be found in Chapter 4 of this Report. We have tried to make them reasonably objective. They show defects and shortcomings, many of them inevitable, but, as we believe, largely capable of being mended through the creation of a West Wales county, larger in population and in financial resources than the existing counties.

629. The boundaries of Pembrokeshire with Cardiganshire and with Carmarthenshire, which in some parts bristle with anomalies, do not call for our attention, if our recommendation for a new administrative county of West Wales is adopted. Our Draft Proposals for varying the boundaries of Carmarthenshire with Breconshire and Glamorgan in the basins of the rivers Twrch, Amman and Loughor are amended in certain details (see below, paragraph 634).

GLAMORGAN

630. In our Draft Proposals we stated that we had no major proposals to make for the county of Glamorgan. We based our decision on our view of the generally high quality of the services provided by the county—a quality which we said was 'attributable to a significant extent to the size and concentration of its population and the amplitude of its resources'.

631. We have seen no reason for changing our minds. We did receive an occasional expression of opinion to the effect that Glamorgan should be divided into two administrative counties (east Glamorgan and west Glamorgan), or even that a substantial part of west Glamorgan should be transferred to the south-western unit. It is true that, compared with the other Welsh counties, Glamorgan is disproportionately large in population and resources, being

almost twice as large as the second county (Monmouthshire) in respect of population and more than twice in respect both of rateable value and of total expenditure. But since we did not hesitate to ascribe the quality of the services available in the county to this very abundance, there was clearly no sense in reducing it for the sake of a tidier or more uniform pattern. In this matter it is sufficient to refer to paragraphs 203-212 where we describe in some detail the county services in education, health and welfare.

632. It is important in this connection to mention the kind of organisation adopted by Glamorgan to administer its services, namely a system of divisions, made up of county districts and varying in number according to the requirements of the particular service. Thus for education there are nine ⁽¹⁾ such divisions, for health nine⁽¹⁾, for welfare eight⁽¹⁾, but for planning only four. The system apparently works well, and the relatively high density of the population within the county makes such decentralisation practicable. It is probable that without a divisional arrangement of this kind, carefully designed and co-ordinated, a county of the size of Glamorgan, with its many valleys enclosed between high hills, would find it impossible to sustain its work at such a satisfactory level.

633. Such variations from the Draft Proposals as we wish now to propose concern the boundaries of the county.

634. Certain changes are made in the proposed line between a point west of Cwmllynfell and the river Loughor near Llanedy to meet objections submitted by the Carmarthenshire County Council and to secure a better boundary. On the other hand, despite the objections that were voiced at the Carmarthen conference against our proposals to bring Hendy and Fforest into the same administrative county as Pontardulais, and to transfer the whole of Brynamman with Gwauncae-Gurwen and Cwmgorse to Carmarthenshire and the west, we still believe that our proposals provide a more reasonable pattern of communities and we wish to adhere to them.

635. As to the eastern boundary with Monmouthshire, now formed by the river Rhymney, we first proposed to bring together under the same county authority the various communities which were divided by the river north of Bargoed by recommending the removal of the boundary in that section to the western watershed of the river, thus transferring Pontlottyn, Tir Phil and Brithdir to Monmouthshire. Both the county councils had stated that the existing boundary was satisfactory and no change was required. At the Cardiff conference, however, it was clear that most of the district councils whose areas touched the present boundary were much less complacent. Caerphilly, Gelligaer and Rhymney differed in their views of what should be done, but all deplored the long delay in dealing with an unsatisfactory boundary, and all urged that measures should be taken to end the bisection of the valley, the separation of related communities, and the wasteful duplication that ensued. Even the county councils stated at the conference that if a major change was necessary they thought the whole valley should be included in one county; they did not agree as to which county that should be.

636. We therefore looked at the whole problem afresh. We were satisfied that the Rhymney Valley should be treated as a single unit in order that the various

¹ Counting the Rhondda as a division in each case.

services, both county and district, might be most effectively organised, and in view of the representations, oral and written, on our Draft Proposal we became convinced that no kind of partial compromise was satisfactory. We considered that a better boundary could be found to the west of the river than to the east, and in addition it seemed more equitable that such advantages as derived from a transference of territory should go to the weaker county. Accordingly we now recommend that the boundary should be moved westwards throughout its whole length, so as to combine with Monmouthshire substantially the whole of Gelligaer Urban District and Caerphilly Urban District and part of Cardiff Rural District. This proposal would also remove the objection that the adjustment which we had proposed at Aberbargoed involved the transference to Glamorgan of the Bargoed Power Station and a serious diminution in the rateable value of Bedwellty Urban District.

637. We have already, in dealing with Mid Wales (paragraphs 581-583 above), supplied a rough delineation of its proposed southern boundary. This corresponds in part with the proposed northern boundary of Glamorgan until it reaches the point at which the boundaries we now propose for Mid Wales, Glamorgan and Monmouthshire will meet. We have also explained that in proposing this revised boundary for Glamorgan we are following the watershed of the Beacons, and assigning to the southern county those parts which lie south of the watershed, and which belong to it economically and socially. They are the rural districts of Ystradgynlais and Vaynor and Penderyn with a small part of Brecknock Rural District. If a new county of Mid Wales should be formed, it becomes clearer than ever, we think, that such places as Ystradgynlais and Abercrave, Ystradfellte and Pont Nedd Fechan, Penderyn and Hirwaun are the concern of Glamorgan. So also is Cefn Coed (more correctly known as Cefn-coed-y-cymmer), which is closely associated with Merthyr Tydfil.

IN THE SOUTH-EAST

638. We have already given the reasons why we have decided to abandon our Draft Proposal that Monmouthshire, Breconshire and Radnorshire should be amalgamated to form what we then labelled for the sake of convenience 'County D'. There is, however, a further comment which can conveniently be made at this point. Our Draft Proposal in question was enthusiastically welcomed by certain people who claimed that if it were accepted this would be tantamount to an admission that Monmouthshire was now officially regarded as part of Wales. For exactly the same reason it was strenuously opposed by others. We think it necessary to state, therefore, that our proposal was not open to any such construction. Our consideration of Monmouthshire, as of all other areas, was confined to the question of local government boundaries and was governed by section 17(6) of the Act which directs that for the purposes of Part II of the Act (that is, the Part setting up the reviews of local government areas) Monmouthshire shall be deemed to be part of Wales. Neither our Draft Proposal nor our subsequent abandonment of that proposal is to be regarded as having any bearing upon the political or constitutional position of Monmouthshire in relation to Wales or to England.

639. The boundary proposals affecting Monmouthshire which we now make are discussed at some length in various parts of this Report and do not call for much further comment.

640. The question whether the new steelworks at Llanwern should remain in the county, or whether the boundary should be redrawn so as to include it in the county borough of Newport, is dealt with at considerable length under our treatment of the county borough (Chapter 11), and our reasons are given there why we consider that it should remain within the county.

641. With regard to the county's external boundaries, that on the east is with the English counties of Gloucestershire and Herefordshire, and is explicitly excluded from our terms of reference. The western boundary of the county separates it from Glamorgan, and we have explained earlier in this Chapter why we recommend that it should cease to be formed by the river Rhymney and should be moved west so as to combine with Monmouthshire most of the urban districts of Gelligaer and Caerphilly and the eastern part of Cardiff Rural District.

642. As to the northern boundary, we have already, in dealing with Mid Wales, indicated generally the course of the revised boundary which we now recommend (see paragraph 583). The effect of our proposal would be to make the main watershed between the basins of the Wye and the Usk in the area of the Black Mountains the boundary between the Mid Wales County and the South-East. At present the narrow valley of Afon Honddu belongs to Monmouthshire because its only convenient outlet is southwards to Llanfihangel Crucorney and Abergavenny. Our proposal has the effect of enlarging this southward-looking area so as to include the rural district of Crickhowell, the urban district of Brynmawr, and the southern part of the Hay Rural District.

643. We have not referred specifically here to the local government services of Monmouthshire and their administration. Some account of them as we found them, appears at paragraphs 238-248, and it will be gathered from it that the County Council's record is in our opinion wholly creditable.

644. We would suggest that the ancient name of 'Gwent'—a name which still survives in common usage—could suitably describe the enlarged county.

THE PROPOSED COUNTIES—SUMMARY TABLE

645. We give, in Appendix II, some figures relating to the administrative counties of Wales as they will be constituted if our proposals are accepted as a whole. For the sake of convenience, however, we set out below the approximate populations and areas of these proposed counties.

	<i>Population</i>				<i>Area</i> (Acres)
Mid Wales	127,000				1,495,000
Anglesey	52,000				177,000
Gwynedd	184,000				678,000
Flint and Denbigh	280,000				485,000
West Wales	296,000				1,275,000
Glamorgan	729,000				535,000
Gwent	416,000				433,000

PART III. THE COUNTY BOROUGHES

Chapter 9. Introduction

646. We have seen that the Welsh counties present a problem which is not to be found in such an acute form in England—the problem of the small county.

647. When we turn to the county boroughs, however, we find that only one of the four Welsh county boroughs has a population below one hundred thousand compared with thirty-three of the seventy-nine in England. The small county borough, then, is not a peculiarly Welsh phenomenon. It may be worth while to devote a little space to the history of the development of county boroughs.

HISTORICAL

648. Until the passing of the Local Government Act 1958 no town could become a county borough without first becoming a municipal borough. Many boroughs have a history dating back to medieval times, but before the Municipal Corporations Act 1835 they were for the most part controlled by a minority of the citizens. This Act provided for a system of municipal boroughs governed by democratically elected councils, and it was applied at the outset to 178 of the existing boroughs, which varied considerably in size. The number was increased as other towns received charters of incorporation and became part of the municipal borough system.

649. During the period from 1835 to 1888 new boroughs were incorporated and made subject to the code of the Municipal Corporations Acts, but there continued to be great differences in size between individual boroughs. By the time the county councils were created, following the Local Government Act 1888, the municipal boroughs had already acquired powers in respect of a wide range of matters, including libraries, pleasure grounds, highways, fire brigades, the supply of gas and water and public health functions generally.

650. The Local Government Acts 1888 and 1894 brought to completion a clear and uniform pattern of local government covering the whole of England and Wales (except London, which was dealt with later under the London Government Act 1899). The general system which emerged from these Acts was one under which, with one exception, the functions and powers of local government were entrusted to the councils of administrative counties, to municipal borough councils, to urban and rural district councils and to parish councils or parish meetings. The county councils were responsible for the major services while the more local services were the responsibility of the borough councils, the district councils and the parish councils or meetings.

651. The only exception to this general pattern, but a most important one, was that the Act of 1888 established for the first time county boroughs, that is, boroughs which were given, in addition to their powers as municipal boroughs, all those functions which, under the same Act, were granted to administrative counties.

But it cannot be too strongly emphasised that, as originally conceived, the status of county borough was to be confined to the ten largest cities, all having populations of 150,000 or more. These were cities which 'by reason of their vast commercial interests and general importance, were entitled to claim absolute autonomy in local matters, and it was felt that these Cities were so few in number that their claim could well be admitted without impairing the economic stability of County government'⁽¹⁾. That was the intention: but in fact as many as sixty-one county boroughs were created. The course of events has best been described by the Parliamentary Secretary to the Local Government Board during the relevant period (Mr. Walter Long, later Viscount Long of Wraxall):

'I did not contemplate any addition to this list, but amendments crept into the Bill in the usual way, until no less than 51 other Boroughs were named as County Boroughs and provision was made for subsequent new creations. In this connection, I share the views of those who hold that at least a substantial part of the creations of County Boroughs referred to in the Schedule to the 1888 Act were dictated more by local sentiment than by the paramount necessities of local government, and, further, I deplore the absurdly low population limit which entitles a Borough to apply for County Borough status. The population limit originally proposed by the Government was 150,000, and it was with considerable regret and misgiving that, under Municipal pressure, the limit was reduced, first to two-thirds and eventually to one-third of that figure'⁽²⁾.

652. The criterion for recognition as a county borough was thus brought down to a population of fifty thousand. Nor was this all, for provision was made in the Act for boroughs, when they had grown to a population of fifty thousand or more, to request the Local Government Board to make Provisional Orders, which were subject to confirmation by Parliament, constituting them county boroughs. It was also still open to any borough to promote a Private Bill to achieve the same object.

653. During the period prior to the setting up of the Royal Commission on Local Government in 1923 a further twenty-three county boroughs were created, whilst as a result of mergers two of the original ones ceased to exist as separate entities. Thus by 1923 there were eighty-two county boroughs as compared with the ten originally contemplated; furthermore many of these county boroughs had been enlarged on one or more occasions with the result that since 1888 there had been a considerable transfer of population and financial resources from the administrative counties to the county boroughs.

654. The minimum population for county borough status was increased to seventy-five thousand in 1926 as a consequence of the first report of the Royal Commission on Local Government. The Local Government Act 1958 went a little further. It did not prescribe a specific minimum population for the grant of county borough status, but it provided that an area with a population of one hundred thousand should be presumed to be of sufficient size to discharge county borough functions, and by implication, therefore, that such a presumption could not necessarily be made in the case of an area having a population of less than one hundred thousand.

655. We believe that this brief summary of the origins of the county boroughs will be of value if it brings out the three main features of their development. In

¹ Viscount Long: Memorandum of Evidence submitted to the Royal Commission on Local Government (1923). *Minutes of Evidence Part III*, Page 563.

² *Ibid.*

the first place, although as already stated it had been intended that county borough status should be confined to the large cities, by the time the 1888 Act reached the statute book medium-sized towns had been accepted into the ranks of the county boroughs and the original intention of those responsible for the introduction of the Bill had been frustrated. Secondly, from 1926 onwards, so far as population is concerned, Parliament has tended to raise the level at which an area could be regarded as qualifying for county borough status and, by implication, to recognise a direct relationship between size of population and the ability effectively to discharge county borough functions. Lastly, the pattern of county boroughs has suffered from a lack of flexibility and there has been no system of periodic review of the status of those authorities whose populations fall below the level currently demanded for the creation of new county boroughs.

656. Since they were first created many new and important duties have been placed upon the county boroughs; some duties have been taken away; but on balance there can be no doubt that vastly more is now demanded of the county boroughs than when they came into existence. The county borough of today indeed is as different from that of 1889 as the modern motor car from the vehicles of the last century. It is essential, therefore, that the structure of the county boroughs should be made adequate for the increasingly important role which they now have to undertake.

THE PRESENT INQUIRY

657. Our inquiry so far as the county boroughs are concerned, is threefold:

- (i) consideration of the possibility of creating new county boroughs;
- (ii) a review of the four existing county boroughs in order to determine whether, in the circumstances of today, the status of county borough is still appropriate; and
- (iii) an examination of the boundaries of the county boroughs.

658. In later Chapters of this Part of our Report we refer in some detail to each of these aspects. There are, however, certain considerations which are of general application, and reference to them now will save repetition in the Chapters dealing with individual authorities.

NEW COUNTY BOROUGHS

659. The duty of deciding whether we should recommend any areas as being appropriate for county borough status has been made much less onerous than it might have been, for the Act of 1958 has laid down certain criteria for our guidance.

660. Section 34 of the Local Government Act 1958 provides as follows:

'In so far as the question of the constitution of a new county borough is affected by considerations of population, the Commission and the Minister shall presume that a population of one hundred thousand is sufficient to support the discharge of the functions of a county borough council'.

661. This section of the Act, however, is to be read in conjunction with regulation 8 of the Local Government Commission Regulations 1958 which provides that:

'When considering whether to propose the constitution of a new county borough the Commission shall take into account any increase or decrease of population which is in their opinion probable within such period as they think it right to consider in the circumstances of the particular case'.

Thus we have to take account not only of the present population but also of the probable population trend for a period ahead. In determining what is the right period in this context we could not overlook a further provision in the 1958 Act (section 35) which explicitly prohibits the promotion of a Bill altering the area or status of any authority before the expiration of fifteen years from the commencement of the Act; that period will expire in July, 1973. Applying that provision to the case of a borough seeking county borough status, until 1973 the present review procedure is the only way in which a change of status can be achieved, and accordingly we have felt it necessary to take into consideration the period up to the mid-1970's.

662. The Local Government Commission Regulations 1958 provide further guidance on the question of population. Thus regulation 9 makes it clear that we should not propose the promotion to county borough of an area with a population of less than one hundred thousand unless there are special features which warrant the granting of that status. This statutory provision implemented the principle set out in the White Paper on the *Areas and Status of Local Authorities in England and Wales*⁽¹⁾ in the following terms:

'While an authority with a smaller population (than 100,000) should not be precluded from applying for promotion, it should have to make out a strong case to justify it' (paragraph 29).

And it is of interest to note that support for the principle is to be found in the proposals agreed between the representatives of the Local Authority Associations and reproduced as an appendix to the White Paper just mentioned. These proposals included the following:

'An authority with a population of less than 100,000 which seeks promotion to county borough status should be required to show exceedingly good reason to justify promotion...'

663. Finally, in relation to this part of our task, we would draw particular attention to regulation 10 of the 1958 Regulations, which provides that:

'The Commission shall not in any case propose the constitution of a new county borough in an area forming part of one or more administrative counties unless they are satisfied, taking into account any related proposals that they may intend to make, that the change is on balance desirable, regard being had not only to the circumstances of the area of the proposed county borough but also to those of the remaining parts of the administrative county or counties'.

This makes it clear that we should only propose the establishment of a new county borough if, weighing the interests of the proposed county borough against the interests of the affected counties, we are satisfied that the balance of advantage lies in making such a proposal.

EXISTING COUNTY BOROUGHS

664. The Government's White Paper *Areas and Status of Local Authorities in England and Wales* refers to the problem of the small county boroughs in the following terms:

'The adoption of the proposal that a local authority with a population of 100,000... should be presumed capable of discharging effectively the functions of a county borough council should not be deemed to imply that existing county boroughs with lesser populations are unfit to enjoy county borough status. (There are at present 34 county boroughs with a population below 100,000). Nevertheless, it would not be right to exclude this issue in all circumstances. It should be open to the Commissions to recommend the

¹ Cmd. 9831. July, 1956.

withdrawal of county borough status if they are satisfied that a particular authority is unable to discharge its responsibilities effectively. However, to deprive a county borough of its independent status would be a most serious step which should be contemplated only where it is plainly necessary for efficient administration.' (paragraph 31).

665. Here again we would refer to the proposals agreed between the representatives of the Local Authority Associations, including the Association of Municipal Corporations, which, as we have mentioned above, were published as an appendix to the White Paper and which included the following:

'The withdrawal of county borough status on the grounds of inability to discharge effectively and conveniently all the functions of a county borough, having regard to population, resources and other factors, might be considered as part of any reorganisation.' (paragraph 10).

666. It is thus clear that it was in the minds both of the Government and of the Local Authority Associations that in certain circumstances consideration might be given to the withdrawal of county borough status in a particular case. And this intention was made explicit in the Act of 1958 which, in section 18(c), allowed for the conversion of a county borough into a non-county borough and its inclusion in an administrative county.

667. At the same time neither the Act nor the Regulations afford us direct guidance as to the criteria which we should apply in deciding whether to recommend the withdrawal of county borough status in a particular case. The main and central test is clear enough—is the authority in question able to discharge its responsibilities effectively? In considering what answer to give to this question we do not feel that we can exclude questions of population. It is true that both the Act and the Regulations are silent on the question of the minimum acceptable population for an existing county borough. Nevertheless, as we have stated elsewhere, certain provisions of the Act imply a connection between population and potential effectiveness; and moreover, in the extract we have quoted above from the proposals of the Local Authority Associations, population is mentioned as one of the factors to be taken into account. We have mentioned, in connection with the creation of new county boroughs, that a population of one hundred thousand is designated by the Act and the Regulations as being crucial. It is also important to bear in mind that, as we have explained in Chapter 5, only urban areas with a population of sixty thousand or more can claim, as of right, to have delegated to them from the county councils certain limited functions. We cannot dismiss these provisions as having no relevance to the status of existing county boroughs. Accordingly, we feel that we must give consideration to the position of any county borough with a population or probable population at the material time of less than one hundred thousand and, even more, a county borough having a population or probable population of less than sixty thousand.

668. Three of the four county boroughs in Wales—Cardiff, Newport and Swansea—have populations of over one hundred thousand and none of them is likely to fall below that figure in the period with which we are concerned. We do not, therefore, think it necessary to consider them further in connection with the possible withdrawal of county borough status.

669. The population of the county borough of Merthyr Tydfil falls below the smaller of the figures mentioned above and we examine the position of that county borough in Chapter 13.

BOUNDARIES

670. The third part of our task in relation to the county boroughs is a consideration of boundary questions. These include the formal claims for borough extension and also the 'size and shape of the areas of local government', which is one of the factors to be taken into account.

671. We deal with the detailed boundaries of the individual county boroughs in the appropriate Chapters of this Report, but it is desirable that we should mention here certain general matters connected with the size and shape of county boroughs. The most important is regulation 11 of the Local Government Commission Regulations 1958, which provides clear guidance on the factors which we should take into consideration.

672. This regulation directs that the Commission, before proposing an area for inclusion in a county borough, shall consider, *inter alia*, the following matters:

- (a) the question whether the area, if already built-up, is not only substantially a continuation of the town area of the existing or proposed county borough but also has closer and more special links with it than those which necessarily arise from mere proximity;
- (b) if the area is not already built-up, the question whether the use of the land in accordance with the development plan, after taking account of subsequent planning permissions, is likely to lead to its development into a continuation of the town area (as qualified in (a) above) within a reasonable period; and
- (c) the question whether there would be a balance of advantage in the change, having regard to the interests of the inhabitants both of the borough and the affected county district, and to the effect on the local government organisation of the county concerned and of the county districts remaining within it.

673. These are not, of course, the only matters which we may take into consideration, but it seems clear to us, from the fact that they are specifically mentioned in the Regulations, that we must attach particular weight to them.

674. The other general matter which should be referred to is the attitude of the inhabitants of the areas which are proposed for incorporation in the respective county boroughs. In Chapter 1 we made reference in general terms to the wishes of the inhabitants. In the case of proposed county borough extensions there is an additional point to be considered. It is to be expected that objections will be voiced by the inhabitants of an area recommended for incorporation within a county borough; and it is usual for such objections to be expressed through local government machinery, public meetings, petitions and so on. It is nevertheless important to remember that it is not only the inhabitants of the area recommended for incorporation whose wishes must be taken into account: the people in the county borough must be considered too. There are for example inhabitants, such as those on the waiting lists for council houses or requiring building sites within the county borough area, whose views are not so readily organised, but would no doubt be strongly expressed if they were formally sought.

675. The question of the weight which should be given to the views of the

inhabitants of areas proposed to be added was argued at considerable length before the Royal Commission on Local Government (the Onslow Commission) between 1923 and 1925. In their conclusions ⁽¹⁾, the Commission recorded that there was general agreement among the witnesses who appeared before them that the wishes of the inhabitants of such areas 'cannot be regarded as conclusive, whether they are in favour of, or in opposition to, the proposals'. They went on to say that nevertheless these wishes 'ought not to be overruled unless it is shown that there are considerations of public advantage which in the opinion of the proper authorities are more weighty and of greater importance than the objections of the inhabitants'. It is, however, to the concluding sentence of the relevant section of the Commission's Report that we would draw particular attention:

'... Committees of Parliament have confirmed proposals to which strong objection has been taken by a large majority of the inhabitants of the area sought to be annexed, and evidence has been submitted to us to the effect that the result of the extension has been beneficial even where it has been authorised in face of the objections of the inhabitants'.

676. It is our hope that it will be possible for a similar comment to be made at some future time with regard to those areas where our views did not correspond with those of the inhabitants on the issue of incorporation within a county borough.

Chapter 10. Cardiff

DESCRIPTION

677. Cardiff is the capital city of Wales and contains within its boundaries almost a tenth of the population of the Principality. In population it ranks as fourteenth of the eighty-three county boroughs of England and Wales.

678. Cardiff was one of the original county boroughs created under the Local Government Act 1888, its area at that time being 6,488 acres. There have since been three major extensions of the city, the first being in 1922 when 5,495 acres were added, including Llandaff, Llanishen and Gabalfa. Under an Act of 1937 the parish of Rumney was incorporated in the city. Finally, in 1950, a further 1,067 acres—principally the area of the Llanrumney Housing Estate—were added. Both of these last named areas, it is of interest to note, still form part of the geographical county of Monmouth. The present area of the city, exclusive of foreshore, is 15,085 acres. The rateable value in 1961 was almost £4.5 million.

679. Although Cardiff was a military station during the Roman occupation of Britain, the town remained small and unimportant until the last century. Its rapid growth after 1840 was due to the coming of the railways, the building of adequate docks, and the exploitation of the abundant supplies of steam coal in the valleys of its hinterland. The population of the town increased from about 1,870 in 1801 to 18,351 in 1851; by 1901 a population of 164,333 had been attained. The 1951 census figure of population was 243,632, a figure which had risen to 256,270 by 1961; the true growth during the decade 1951 to 1961 was, however, larger than the census figures indicate, for there was considerable

¹ *First Report of the Royal Commission on Local Government* (Cmd. 2506). Paragraphs 1268-9.

development in the suburban areas surrounding the city. The latest forecast, prepared by the Registrar General, of population in 1971, taking account of natural increase only, is about 274,000.

680. A considerable amount of new industry has developed in Cardiff during the years following World War II, and greater prosperity both in Cardiff and in its hinterland has led to an increase in business and commercial enterprises and in shopping facilities. Indeed, despite a decline in the work of the port and in certain allied activities, the city has continued to progress and is becoming increasingly important as a commercial and administrative centre.

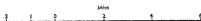
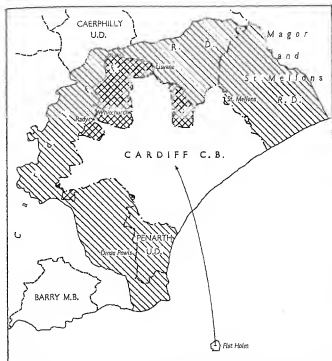
CLAIM

681. Cardiff County Borough Council submitted a claim for a very substantial enlargement of the city. The particulars of the land claimed are set out in Appendix V. Briefly, the Council wished to take over the whole of Penarth Urban District, the parish of Whitchurch (comprising Whitchurch, Rhiwbina and Tongwynlais) and other parishes in Cardiff Rural District amounting in all to some twenty-one thousand acres, and about 6,500 acres in Magor and St. Mellons Rural District, so that acceptance of the claim as a whole would treble the existing city area. The extension eastwards proposed by Cardiff overlapped the extension westwards claimed by Newport County Borough Council, the twice-claimed areas consisting of the parishes of Peterstone Wentlooge and Marshfield as well as parts of three other parishes. Cardiff's claim is illustrated in Fig. 2.

GENERAL ARGUMENTS

682. The general arguments put forward by the City Council in support of the claim for additional land can be summarised under four main heads.

- (a) It was claimed that there was insufficient land within the city boundaries to meet the needs of the population, particularly for housing. The calculations submitted to us stated that by the middle of 1964 all suitable council house sites would have been exhausted and that by April, 1966 all sites capable of use for private housing development would also have been built upon.
- (b) It was desired to augment the city's population so that it could properly discharge its function as a capital city and regional centre. It was argued that Cardiff needed a population in excess of 300,000 to provide the resources to maintain the necessary cultural and educational facilities and also to provide more attractive and varied central area amenities.
- (c) The industrial balance of the city was greatly in need of strengthening, for a disproportionately large number of workers were engaged in the distributive and administrative categories. It was claimed that as a regional centre Cardiff should provide a wide variety of industry in order to afford an adequate choice of employment and give local opportunities to those trained in the city's technical colleges and schools. Apart from the need for an overall increase in the land allocated for industry, there was a particular need for attracting large industrial concerns employing considerable numbers of skilled workers; such concerns required substantial areas of virgin land and a site of some 1,400 acres to the east of the city would, it was suggested, be ideal for the purpose.





- | | |
|---|---|
| Existing County and County Borough boundaries | --- |
| County District boundary | ---- |
| Area proposed by Cardiff C.B. for inclusion within the County Borough |  |
| Area proposed by the Commission for inclusion within the County Borough |  |

Figure 2. Cardiff

- (d) There was a deficiency of open space in the city, the shortage being most marked in respect of public playing fields where the problem was accentuated by the uneven distribution of such fields as already existed.

683. There were other elements in the case presented to us. It was, for example, claimed that some of the areas included in the City Council's proposals were dormitories and dependent suburbs of the city and that, because population had for many years overflowed from the city to these places, particularly Whitchurch and Penarth, there was a very close community of interest between them and Cardiff. In so far as the claimed areas were built up, they were a continuation of the town area and their problems were precisely the same as those of the city. Divided responsibilities, as between the multiplicity of local authorities, had led to delays in carrying out development and had hampered the fully effective discharge of the City Council's own functions. Finally, the numerous indentations in the city boundary, notably the salient of Whitchurch projecting into the city, prevented co-ordinated and economic development of services.

684. The nature of Cardiff's claim therefore required a careful examination of the city's land needs as well as consideration of the situation in particular areas. Before proceeding to this examination, however, it is desirable to deal with the arguments based on the city's status as a capital city and a regional centre. We do not underestimate the importance of these matters. We appreciate Cardiff's pride in the position it has achieved as the capital city of Wales, and we applaud the City Council's desire to do everything possible to make Cardiff a worthy capital. But we are unable to accept that considerations of this nature are relevant to the problem of altering boundaries for the purpose of achieving effective and convenient local government. We have felt unable therefore to attach any significant weight to these arguments in our consideration of the problem with which we are faced.

OVERSPILL

685. The most important single element in Cardiff's claim was the statement that there was an urgent need for further land for development, particularly for housing. Normally we should not have had to investigate the question of housing needs in any great detail since we should have had available to us the appropriate development plans. In the case of Cardiff, however, the position was not so clear; the Minister, because he questioned the City Council's method of calculating the overspill and also because there was still available within the city land which had not been allocated for development, had deleted all references to overspill from the county borough development plan, whilst the plan for the relevant part of Glamorgan was one of the last to be submitted to the Minister and had not yet been approved by him. In the absence of firm guidance on these matters we were forced to form the best judgment we could.

686. We studied the various statistics and calculations bearing on the overspill problem which were submitted to us by the City Council on the one hand and by the County Council and Cardiff Rural District Council on the other. Unfortunately they were in substantial conflict with each other. The City Council based their calculations on the assumption that by 1971 every household would have a separate dwelling, whilst the County Council adopted an occupancy ratio (persons per room) based on the 1951 census. For our part, bearing in mind that according to the census of 1951 some thirty-six per cent of Cardiff households

were sharing accommodation, we thought it unlikely that in practice by 1971 each family would have a separate dwelling. On the other hand we considered that, as we were dealing with a period extending into the 1970's, improved housing standards would produce a lower occupancy rate than the 1951 figure.

687. There was one question of principle which we had to consider. The Cardiff Development Plan, as submitted to the Minister, had made the basic assumption that by 1971 overspill from the city would have reached twenty thousand persons, and provision for that number was made in their 'Cardiff Fringe' area by the County Planning Authority; in fact, the City Council have indicated that even at that time they had a higher figure in mind, but the figure stated was agreed upon as a compromise. The County Council have made the necessary provision of land for this overspill in such places as Penttyrch, Wenvoe, Sully and Cowbridge, as well as in other localities nearer to the city; but the essential point is that the provision so made is almost wholly in localities physically separated from the present city boundary.

688. We were unable to accept as a starting point that the overspill population from Cardiff must 'leap-frog' over the inner part of the suggested green belt⁽¹⁾ and settle in the areas allocated by the County Council. We appreciate that where their choice is free many citizens of Cardiff might wish to move to the fringe areas mentioned and such a movement has, in fact, been proceeding steadily for some years; that is, however, something quite different from a situation where a sheer physical shortage of land within the city boundaries might compel a proportion of the inhabitants to move outside those boundaries in order to obtain sites for building, or where the County Borough Council might be forced to build council estates in areas well outside the city boundaries.

689. We think it important that, within the period that we have to consider, Cardiff City Council should be able to provide for their own municipal housing within their own boundaries and that, if insufficient land is available for this purpose within the city, the boundaries should be extended. Similar considerations, we feel, apply to land for private housing, for we would regard it as unreasonable to expect the City Council to cater only for subsidised municipal housing while leaving all the new private housing to be located outside their boundary.

690. Whilst studying the overspill calculations submitted to us we were obliged to consider a great number of factors which went towards the final result. It is not possible to mention all of these here, or indeed to give the considerations in detail, but the main elements of the problem seemed to be as follows:

- (a) *Redevelopment Areas.* The City Council's calculations included as a factor of importance the displacement caused by the redevelopment of obsolescent areas of the city at lower population densities. It was not claimed that the redevelopment, apart from an insignificant fraction, would take place until after 1971. The County Council's attitude was that if the redevelopment were carried out on the standard of a net residential density of 120 persons per acre rather than ninety persons per acre as had been proposed by the City Council, there would be no displacement.

¹ In this part of the Report, the term 'green belt' is used as one of convenience. We are aware that nowhere in Wales is there a green belt formally approved by the Minister of Housing and Local Government.

The best judgment we could form was that the redevelopment likely to take place before 1980 would involve comparatively few houses, and that therefore it was not necessary in connection with our present task to make any major allowance in respect of displacement.

- (b) *Multi-storey Flats.* The Glamorgan County Council put forward suggestions for the erection of more than four thousand flats, mostly in eleven and eighteen-storey blocks, on various sites within the city. By this means they claimed the housing capacity of the city could be increased to provide for some 12,500 more persons. Our conclusion was that many of the sites were unlikely to be so developed for a number of reasons, including considerations of suitability, and thus the effect upon overspill calculations could only be marginal.
- (c) *Travel to Work.* It was the belief of the City Council, based on an estimate in the county development plan, that with their families those travelling excessive distances to work in the city amounted to 6,500 persons and that allowance must be made for such persons in any provision for overspill. The County Council argued, however, that this factor had no bearing on the overspill problem since provision had been made in the fringe area for that number of persons, in addition to the twenty thousand overspill population already referred to. We came to the conclusion that at least a proportion of those travelling long distances to work in Cardiff should have the opportunity of living within the city boundaries if they so wished, and in attempting to form an appreciation of the likely size of the overspill problem we have taken this factor into account.
- (d) *Municipal Housing.* The City Council's calculations were based on the premise that sixty-five per cent of the housing deficiency would require to be met by council house building and thirty-five per cent by private building. It is, of course, important that the council housing problem should be recognised as a separate and distinct element of the total problem: we appreciate that the building of council houses at an economic cost demands the provision of large undeveloped sites, and we also realise that the housing authorities outside the city do not as a rule build houses for those on the City Council's waiting lists. We need not, however, give any detailed consideration to the question of the appropriate ratios for council housing and private building, since in our proposals we have suggested the inclusion in the city of areas which could be devoted to either.

691. The City Council's calculations claimed that by 1971, if the boundaries had not been changed in the interim, the overspill from the city would be 39,992 persons; to that figure should be added the allowance for the families of those travelling long distances to work in the city, giving a total of 46,492 persons. The County Council, on the other hand, thought that there would be no overspill in 1971, that the city would still have an additional capacity for 15,867 persons and that the latter figure would be increased by a further 12,500 if the scheme for building multi-storey flats was considered practicable. The Cardiff Rural District Council's figures were broadly in agreement with those of the County Council, their submission embodying an estimate of surplus accommodation sufficient for 19,923 persons. Thus the difference between the estimates of the

City Council on the one hand and of the County and District Authorities on the other was of the order of seventy thousand persons.

692. We must emphasise at this point that, since the authorities concerned, who may be assumed to have all the relevant information at their disposal, are so greatly at variance, we do not feel that we are in a position to commit ourselves to a detailed estimate of overspill. Clearly we cannot look ahead to a date about midway between 1970 and 1980 and foresee every trend and every circumstance, hindering ourselves to an exact figure. We have, however, tried to reach some broad conclusions.

693. We thought that a population of 275,000 to 280,000 might be assumed for the date in the middle 1970's which we were using as our point of reference. The Registrar General's estimate for 1971 was slightly lower than that, but our later reference date would alone justify the higher figure. On the question of the housing capacity of the city within its existing boundaries, we have already indicated that we do not accept the basic feature of 'one family per dwelling' in the City Council's calculations, nor on the other hand can we accept the County Council's assumed occupancy ratio since the trend in household size is downwards. We felt that a figure of about 250,000 would be a reasonable estimate of the city's housing capacity, and accordingly that by the mid-1970's Cardiff would have a substantial overspill problem which might be of the order of thirty thousand or even higher.

INDUSTRIAL LAND

694. We considered the case presented to us by the City Council regarding the need for more industrial land, and in particular the need for a large specified tract of land near the coast on the eastern side of the city.

695. In so far as the City Council's case rested on the need for attracting large-scale industry, we felt that the decision whether any such project would be permitted in the Cardiff area would depend upon a combination of the Government's policy for the location of industry at the material time and planning considerations; we did not think that the decision was likely to be influenced by issues relating to local government boundaries, and that view would seem to have received some confirmation from the recent examples of the Spencer Steelworks near Newport and the Pressed Steel refrigerator factory at Coedffranc, near Swansea. In so far as the City Council's case was based on the argument that too little land had been allocated for industrial use in the development plan and that more land was required, we were not satisfied that this argument had been substantiated; it seemed to us that the unused part of the land allocated in the plan, possibly in conjunction with other potential sites, would be adequate for the city's needs. We did not therefore consider it necessary to make any allowance for this claim in our recommendations.

PUBLIC OPEN SPACE

696. The City Council stated that Cardiff suffered from a deficiency of recreational open space, and that this deficiency was more marked in the case of playing fields than as regards park land. Glamorgan County Council agreed that the area provided for public playing fields was rather less than was desirable.

697. The acreage of playing fields, both actual and allocated in the development plan, is lower than the standard recommended by the National Playing Fields

Association, but it is clear that in this respect Cardiff is better off than many comparable authorities. The real fault is one of distribution, the shortage being acute only in the older wards near the centre of the city. Because of this, the situation would hardly be improved by the mere addition of land at the perimeter; it would in fact be difficult to apply any effectual remedy until such time as these older wards are redeveloped, and we have previously indicated that in our view very little redevelopment of this sort is likely to take place during the period we have to consider. Nevertheless in matters of this kind it is desirable that some allowance should be made for contingencies, and so in putting forward our Draft Proposals we took this factor into account.

PARTICULAR AREAS

698. We have now mentioned the principal elements in the City Council's claim which demanded general treatment rather than discussion in the context of a particular district. At this point in our consideration of the City Council's claims we were already satisfied that a case had been made out for the addition of land to the city for housing and to a lesser extent for ancillary purposes such as the provision of playing fields.

699. As has already been mentioned, the City Council suggested the inclusion within the county borough of a number of specified parishes or districts. We consider these in turn, taking first the areas which are already substantially built-up.

WHITCHURCH

700. The City Council claimed that Whitchurch was one of the areas which, over a period of years, had received the population overflowing from the city; future population movements, it was claimed, would increase the community of interest between the city and Whitchurch. The economic, industrial, administrative and social problems were precisely the same as those of the city, and the links with the city were far closer than those which necessarily arose from mere proximity; Whitchurch was almost entirely a dormitory suburb whose inhabitants resorted to Cardiff for business and recreation. The deep wedge of land projecting into the city area militated against co-ordinated and economic development and its continued separation from the city, it was contended, could not be supported upon any sound principle of local government administration. 'It would', the City Council told us, 'be impossible for a stranger to identify where Cardiff ends and Whitchurch begins'. Various additional arguments were adduced in connection with specific services; thus it was claimed that in the field of further education Llandaff Technical College would be more convenient for Whitchurch students than the college at Treforest, and it was contended that, since many of the City Council's services were used by Whitchurch residents, it was only fair that they should contribute to the cost.

701. Glamorgan County Council, Cardiff Rural District Council and Whitchurch Parish Council did not dispute that a substantial number of Whitchurch residents worked in the city. They denied however that the area was merely a dormitory for Cardiff: the residents found their recreation and cultural interests within the parish. The people who lived in Whitchurch did so as a matter of choice, and there was overwhelming opposition to the area being brought within the city. The boundary had, it was claimed, given rise to very few difficulties in practice. Attention was drawn, further, to the adverse effect which

the City Council's proposals, if acceded to, would have on the services and financial resources of the remainder of the rural district and of the county.

702. The parish of Whitchurch, which includes Rhiwbina and Tongwynlais, had a population of 19,820 at the time of the 1951 census⁽¹⁾ and was thus the fourth most populous parish out of almost eleven thousand in England and Wales. Whitchurch is clearly no ordinary parish and we had to consider whether there was any real alternative to a merger with the city, at any rate so far as the built-up parts were concerned. We were satisfied that the ties with the city were exceptionally close in every sphere except that of local government. We agreed that the services provided in the parish were generally of a good standard, but we thought that the real issue was whether there was any justification for continuing the existing system; under that system an arbitrary and inconvenient boundary, which for much of its length could not be distinguished on the ground, served to divide what was essentially a single built-up area into two parts. No authority, however efficient, could work as well under such artificial conditions as could a single authority controlling the whole area.

703. There is a network of residential streets crossing the city boundaries and it is virtually impossible to discern any break in development. Furthermore, as the City Council emphasised, Whitchurch forms a very pronounced wedge into the city. We therefore reached the conclusion that Whitchurch and Rhiwbina were essentially a part of Cardiff and that the case for their inclusion within the city had been established. On the other hand we felt that Tongwynlais, which is physically separate from the remainder of the built-up portion of Whitchurch parish, should be left in the administrative county.

PENARTH

704. The City Council's arguments in support of their claim to Penarth followed broadly the same lines as those which related to Whitchurch; the main points were the community of interest between the inhabitants of the urban district on the one hand and the city on the other, and the close physical proximity of the two areas. It was claimed that Penarth was a seaside suburb of the city and that, together with the adjoining Lavernock and Sully waterfronts, it might well be developed as a coastal amenity to a far greater extent than at present. Furthermore, the City Council would be in a better position to carry out certain coast protection works than the Urban District Council.

705. The arguments of Penarth Urban District Council emphasised the physical barriers between Penarth and Cardiff, and it was pointed out that Penarth had a first-class shopping centre, a local newspaper and a magistrate's court. The inhabitants of Penarth had shown in a referendum that they were opposed by a very substantial majority to the inclusion of their area in the city. There was very little undeveloped land remaining within the district, and Penarth could contribute little to the city's need for additional housing land. The Council emphasised, finally, the separate identity of the town which was, they said, 'a self-contained residential town'.

706. We came to the conclusion that, despite its proximity to Cardiff, it was right to regard Penarth as a separate community. Admittedly the centres of

¹ According to the Parish Council, the 1961 census has revealed a growth of population to nearly thirty thousand.

Cardiff and Penarth, measured along the former toll road, are only four miles apart; there are, also, good communications between the two places and Penarth is to a great extent economically dependent upon the city. The important factor, however, is the physical separation of Penarth from Cardiff, a separation enforced by the tidal harbour of the river Ely and the steep escarpment rising to Leckwith Hill. It is in one region only, along the former toll road, that built-up portions of the two communities are less than a mile apart and so far as we could see there are no prospects of development which would have the effect of joining the two communities.

707. Penarth, we felt, had retained its separate identity and a considerable measure of independence in its social life. It is a seaside resort in its own right; as the Council pointed out it has a distinct shopping and business centre of its own, containing over a hundred shops of good variety and type, and it has its own weekly newspaper.

708. We concluded that Penarth was not a 'continuation of the town area' of Cardiff (to quote the regulation) and that there would be no balance of advantage in adding the urban district to the city area.

NON-CONTIGUOUS VILLAGES

709. We can deal very briefly with all those places to the east and west of Cardiff which are included in Cardiff City Council's claim and are at a distance from the existing city boundaries; we have in mind communities such as Dinas Powis, St. Fagans, Marshfield, Castleton and the like. We came to the conclusion that the villages in question were now, and were likely to remain during our reference period, clearly separated from the built-up area of the city and that their addition to Cardiff could not be justified.

710. St. Mellons was, in our view, a border-line case in more than one sense. Development outward from Cardiff is virtually continuous along the north side of the main road A.48, and the existing boundary is admitted on all sides to be the cause of some anomalies. However, after careful consideration we reached the conclusion that the balance of advantage lay in leaving St. Mellons outside the city. Our view was that the rural nature of the village was such that it should be retained in a rural district unless there were strong arguments to the contrary. Furthermore, we were reluctant to suggest any steps which might have the ultimate effect of encouraging further housing development in the St. Mellons area, having regard to the need for preserving the open countryside between Cardiff and Newport. We did, however, propose minor boundary changes near the point where the existing boundary crosses the A.48 road.

UNDEVELOPED AREAS

711. We turn to a consideration of those areas of undeveloped land which, *prima facie*, could help to remedy the shortage of building land likely to exist by the middle 1970's.

Cwrt-yr-Ala

712. The site most favoured by the City Council was that at Cwrt-yr-Ala to the south-west of the city. At the time when we were formulating our Draft Proposals we were aware that a planning appeal concerning the area was being pursued by the City Council. The Minister's decision was announced shortly

before the publication of our proposals, but we had already reached a similar conclusion independently. It will be recalled that the appeal was dismissed on four main grounds, namely (a) because the site was in the proposed green belt around Cardiff, (b) because the site was of high amenity value and, owing to the topography, was not a natural continuation of the city, (c) on account of the agricultural value of the land, and (d) because the need for housing land was not great enough to override the other factors mentioned. We ourselves had given the greatest weight to reasons (b) and (c) and our conclusion was that, in view of the objections to development of the site, objections which did not apply at all or applied with considerably less force to other areas around Cardiff, we should not include it in our proposals for change.

Dinas Powis

713. We have already mentioned the reasons for our decision not to include the existing village of Dinas Powis within the city, but we should refer to the City Council's proposal that land immediately to the east of the village should be used as the site for a neighbourhood unit of some five thousand dwellings. Assuming that the neighbourhood unit were built, it would be separated from Cardiff by the Leckwith escarpment; in fact the arguments against the inclusion of Penarth in the city on the grounds of physical separation would apply with even greater force to this proposed new development. Apart from these considerations, we felt that development on the scale proposed would completely change the character of the village and would not, we ventured to think, be desirable for the area.

North Llanishen

714. The City Council proposed that an area of approximately 550 acres at North Llanishen should be used as a site for another neighbourhood unit. The main objection of the Glamorgan County Council and of Cardiff Rural District Council to that suggestion was that there was no need to provide further land for housing outside the city, apart from that allocated in the county development plan. The County Council also objected to the proposal because of the extremely low density of development envisaged by the City Council; it was pointed out in addition that the site was in the green belt, was situated on first-class agricultural land and, as it lay north of the proposed South Wales Motorway, would require its own schools and shops.

715. We came to the conclusion that the objections urged against the development of the land at North Llanishen were less weighty than those applying to the development of land elsewhere. The County Council have themselves said that 'the slope and contours of this site are extremely favourable for economic building, if such development was necessary'. Development to the north of Cardiff can be contemplated without the fear of coalescence with other communities, for the Thornhill/Cefn-Onn (or 'Caerphilly Mountain') range is a formidable barrier to further expansion in this direction. We do not know whether the proposed motorway is ever going to be more than a line on a map, for there is yet no firm evidence that it is likely to be built; if it is not, new development on the site suggested by the City Council could be linked, for services and schools, to the existing council housing estate immediately to the south. If it is felt that allowance should be made for the possible construction of the road, the necessary connections can be made by over-pass or under-pass

roads; their construction need not, of course, precede that of the motorway itself.

716. Whilst recognising, then, that the use of the North Llanishen site as building land may not be entirely free from objection, we considered it to be the most appropriate of the areas mentioned by the City Council and we included it in our Draft Proposals.

Llanedeyrn

717. In the proposals originally submitted to us, the City Council made provision for a neighbourhood unit to the north of the Llanedeyrn 'wedge', in the region of Llanedeyrn Farm and New Forge Crossroads. In October, 1959 the Council revised their proposals and at the same time suggested that, as an alternative to the first site, the unit might be located in the southern part of the 'wedge'. Apart from other considerations, the addition of the first-mentioned site to the city would as a result have involved a far larger area than we felt could be justified, and our further consideration was directed to the second site, the area within the 'wedge'.

718. We have already mentioned that in our estimation a case had been made out for the addition of further building land to the city. In view of the shape of the existing boundary in this vicinity and the suitability of the land for development, we considered that the area should be included in the city. At the same time certain boundary anomalies which now exist would be rectified. There are a number of housing developments which are divided by the city limits; the addition of a moderate area of land would, we considered, remedy that difficulty, assist in the solution of the problem of providing adequate housing sites, and also straighten out the boundary which can no longer be defended on any logical grounds.

719. We accordingly proposed in our Draft Proposals the addition to the city of the southern part of the 'wedge', as far north as the Nant Fawr stream.

720. Our Draft Proposals provided for the net addition of 3,277 acres to the county borough, the principal additions being 1,913 acres in the parish of Whitchurch, 745 acres in Llanedeyrn and 604 acres (the land north of Llanishen) in Lisvane Parish.

721. It should be remembered that relatively little of the land in Whitchurch Parish is undeveloped, and in broad terms it could be said that such land as there is could be regarded as required for the needs of the existing inhabitants up to the middle 1970's. In the other two parishes, account must be taken of the existence of the crematorium and the likelihood that sites, particularly in the Llanedeyrn 'wedge', might have to be reserved for educational establishments and other purposes designed to serve the city as a whole; in the 'wedge', too, a significant proportion of the acreage consists of woodlands of high amenity value which it would be desirable to leave undisturbed. Taking all these factors into consideration, the amount of land which, under our Draft Proposals,

would ultimately have been available for development would not have greatly exceeded one thousand acres.

REACTIONS TO DRAFT PROPOSALS

722. All the local authorities and other organisations most concerned submitted written representations to us, and their representatives later appeared at a conference which was held in Cardiff on the 28th November, 1961.

723. The City Council maintained that we had limited ourselves, to a far greater degree than was equitable, to a consideration of the criteria set out in regulation 11. There was nothing to prevent other factors being considered, and among such other factors which should be taken into account was a capital city's need for expansion in terms of population and resources in order to meet its responsibilities. As regards overspill, the position was constantly changing and it was feared that recent decisions in the field of planning, such as those on the development plan and the Cwrt-yr-Ala appeal, had been made on the basis of out-of-date information.

724. They said that there was evidence that the Minister of Housing and Local Government now realised the need for a re-appraisal of the situation, for the Department had embarked, with the co-operation of all the planning authorities concerned, upon a reassessment of the planning of land use in the South Wales industrial region as a whole. The City Council felt strongly that the green belt as defined by the County Council was exerting a stranglehold on Cardiff, so that the city's bounds were being set for all time; this would have the effect ultimately of compelling up to seventy thousand of Cardiff's citizens to seek housing accommodation outside the city boundary. The County Council's suggestions for dealing with the problem were rejected, for flats were too expensive and unsuitable for families with children; the sites suggested were unsuitable for council housing estates and, apart from that, would involve difficult and expensive travel for those working in the city. With regard to industrial land, the City Council stressed that land had to be prepared before it could be used, and that meant that it should be brought within their area and allocated for industry in the development plan; if that were done the City Council would be able to take positive steps to attract industry to the city, just as the Rover works had been attracted to Pengam Moors.

725. We were urged to consider the re-housing of the city's ultimate overspill, and it was stated that under the Draft Proposals all housing sites in the city, even in its enlarged form, would be used up within twelve years. The demand for council estates should not be met in a fragmentary manner but by the establishment of neighbourhood units on the periphery, with good access to the city. Finally, we were pressed to reconsider our decision regarding Penarth, which was stated to be continuous with Cardiff and nearer to the city centre than Llanrumney.

726. Glamorgan County Council, Cardiff Rural District Council and Whitchurch Parish Council strongly opposed the Draft Proposals, but for reasons exactly opposite to those put forward by Cardiff County Borough Council. They reiterated that the provision made in the county development plan was more than adequate for dealing with any overspill problem that might arise; the increase in population of the rural district and Penarth, about sixteen

thousand from 1951 to 1958, suggested that a considerable movement of population had already occurred, but sites for about six thousand houses were still available for further overspill. The Minister's decision on the Cwrt-yr-Ala appeal, with the Inspector's Report, showed the unreliability of Cardiff's estimates of land needs, and until such time as the Corporation were able to produce calculations acceptable to the Minister it was impossible to decide conclusively either that an overspill problem existed now or that one would exist in fifteen years. Cardiff's status as a capital city should not entitle it to any special treatment; the city and its environs would suffer if there came about any extensions not in accordance with the accepted standards of good planning, and it was contended that Cardiff's present size was the maximum if acceptable standards were to be maintained.

727. As regards individual areas, Whitchurch and Rhiwbina, it was stated, had no closer links with Cardiff than those which necessarily arose from mere proximity. The councils stressed that regulation 11 should be applied as a whole, and that it was not enough for us to show merely that the areas were a continuation of the city. Whitchurch and Rhiwbina were originally small villages quite separate from the city, and in developing from small to large communities had retained the marked characteristics of independent villages: characteristics which were totally different from those of city suburbs. The links of the inhabitants were with the villages and not with Cardiff, and those villages had a full social and civic life independent of the city. The transfer of Whitchurch to Cardiff would deprive the rural district and the south-east area of the county of urban support, which was essential if efficient district council services were to be maintained at reasonable cost. It was pointed out that no fewer than ninety-one per cent of those who had voted in a recent referendum had declared in favour of remaining in the rural district, and whilst the wishes of the inhabitants were only one consideration out of a number, they should not be overruled without sufficient reason. For the Whitchurch Parish there were now fifteen parish councillors; in addition, the parish provided fourteen representatives on the Rural District Council. On the other hand, if the area became part of Cardiff County Borough its representation on the City Council would be greatly reduced. Finally, if Whitchurch could not remain part of the rural district, then rather than see the area swallowed up in the city, the Parish Council would favour their reconstitution as a separate urban authority.

728. It was stated as regards Llanedeyrn that the boundary of the parish with the city ran for most of its length at a depth of one building plot behind Cyncoed Road. Its position was well defined, it had not given rise to any difficulties and there had been no complaints concerning it. A sound, established boundary should not be dispensed with in favour of one whose advantages were only problematical. A referendum had shown that eighty-six per cent of the inhabitants wished to remain in the rural district. Development in the Llanedeyrn 'wedge' would have a deplorable effect on amenity, and development there and at North Llanishen would be an unjustified intrusion into the suggested green belt.

729. It was further pointed out that implementation of the Draft Proposals as a whole would mean that the Cardiff Rural District would lose five per cent of its area, fifty-seven per cent of its population and fifty-four per cent of its rateable value.

730. Magor and St. Mellons Rural District Council objected to the boundary changes proposed in St. Mellons village. They and the Parish Council asked that essential parts of the village, such as the War Memorial, the Village Hall and the Methodist Chapel, should be included in the rural district.

731. Objections to the proposals were made by a number of other local authorities, parish councils and interested organisations.

732. Penarth Urban District Council welcomed the findings of the Commission with regard to their town.

FINAL PROPOSALS

733. We have already made it clear that the key factor in the consideration of Cardiff's boundaries is the question of overspill. Since we decided upon our Draft Proposals there have been four main developments. The Ministry of Housing and Local Government, in conjunction with the planning authorities in South Wales, have commenced a study of the major planning problems of the area as a whole; this survey will undoubtedly cover the nature and extent of the need for housing land and where it should be met. Two major planning appeals have been heard, one in respect of the Cwrt-yr-Ala land and the other in respect of land in the Llanedeyrn 'wedge'. Finally, the preliminary report on the 1961 census has been published. We have derived a great deal of information from the cases presented to the Inspectors at the planning inquiries and have also considered the arguments presented to us at our conference, so that we now have a fuller appreciation of the issues which must be considered before reaching a decision on overspill, and thus a decision on boundaries.

734. The first factor to be mentioned is the evidence obtainable from the census returns. Comparison of the Registrar General's estimates relating to the 30th June, 1960 with the 1961 census figures, the interval in time being less than ten months, discloses that the estimate of 43,500 population for Cardiff Rural District became an actual figure, by counting, of 50,014; there had thus been some underestimating of the rate at which population in the rural district was increasing. In evidence presented on behalf of Glamorgan County Council at the Llanedeyrn planning inquiry⁽¹⁾ it was pointed out that the actual increase in population between 1951 and 1961, in the city, the rural district and Penarth Urban District together, was 28,589, and practically the whole of the rural district's increase was within the sphere of interest of Cardiff. Such an increase was equivalent to a rate of nearly three thousand persons per annum, whereas the two development plans had allowed for a rate of only one thousand per annum in the Cardiff fringe area over the twenty years' period ending in 1971. The County Council pointed out that allowance had been made for contingencies in the land allocations of both planning authorities, and in addition new land allocations had been made since the plans were prepared. Nevertheless they conceded that, on the basis of the average building rate between 1955 and 1961, there was little more than a six years' supply of building land in Cardiff and the fringe area together. Furthermore, if we exclude that part of the land at Penttyrch

¹ Inquiry held on 6th February, 1962 into an appeal by Messrs. George Wimpey & Co. Ltd. against the refusal by Glamorgan County Council to permit the residential development of 380 acres of land at Llanedeyrn.

which could only be made available for development after extensive services had been provided, the supply would be sufficient for only four years⁽¹⁾ or so.

735. This situation, admitted by the County Council, is more serious than we considered it to be when we formulated our Draft Proposals. The County Council submitted to the Inspector hearing the Llanedeyrn appeal that, although additional land would have to be allocated for building in the fairly near future, the amount required had yet to be determined; they considered, therefore, that the grant of further planning permission should await the result of the Ministry's new survey, to which we have already referred. It is of interest, however, that the County Council conceded that a further investigation of the inner boundary of the proposed green belt might well be necessary and also that, if a considerable area of land was required for residential development, land in the Llanedeyrn 'wedge' was suitable on planning grounds.

736. We should have preferred not to have to come to decisions before the Minister has completed his investigations into the planning problems of the South Wales area, but on the information already available to us and irrespective of the result of those investigations we are satisfied that we should recommend the addition of more land to the city than we did at the Draft Proposals stage. Accordingly we now propose that a further 262 acres should be added in the vicinity of Radyr Court, and it will be noted that, as well as providing more building land, the change would also result in a more regular boundary. It seems to us that this additional allocation represents the minimum requirement to meet Cardiff's needs.

737. We cannot regard Cardiff County Borough as it now exists as being so extensive that its expansion must be prevented at all costs. It occupies a key position in the dynamic area which South Wales has now become and it is impossible for us to draw up an exact schedule of its land needs over the next fifteen years. What we have tried to do is to estimate its needs broadly and, having decided that they could not be met within the present city confines, to suggest adding to the city areas within which such development could take place. We must point out, however, that within such added areas the Minister will have power to control development and it is quite impossible for us to forecast how much of the added land will actually be developed.

738. It may well be that the Minister's survey will reveal that we have still underestimated Cardiff's needs and that the city requires more land than we are proposing to add. In that event we think that further expansion in the Radyr area should be considered. A boundary defined broadly by the railway lines (the Waterhall-Creigiau branch and the Barry-Caerphilly line), and just including Morganstown within the city, would be the maximum limits of the area we have in mind.

739. Despite the arguments presented to us at the statutory conference we have seen no reason to change our earlier opinion that Whitchurch and Rhiwbina should be added to the city. We have given our reasons for holding that opinion in some detail, and at this stage we will deal only with a new point which was mentioned by Whitchurch Parish Council. They indicated that, if the parish

¹ It appears, in fact, that the land suitable for local authority housing would be exhausted even sooner.

could not retain its present type of administration, they would favour action under county review procedure—when 'there might be good reason to propose the creation of a new urban authority in Whitchurch'. We would not dissent from the view that an urban form of government is the appropriate one for Whitchurch, but in our view it would be absurd to contemplate a separate urban authority for this area.

740. We appreciate that the changes we propose (including those resulting from the suggested alteration of the Glamorgan-Monmouthshire boundary) would be substantial in relation to Cardiff Rural District, and the adjustment to a new and smaller scale of operations may be difficult. It should be remembered, however, that the district as it now stands is very much above the Welsh average in respect both of population and of resources, so that even after the reduction we have proposed the rural district would be of substantial size. Of the fifty-five existing rural districts in Wales there would still be only seven with more rateable value and only fourteen with more population than the remaining part of Cardiff Rural District. If, however, there is any doubt as to the viability of the district after the severance of Whitchurch and the other areas, the matter can be dealt with at the second stage of the review.

741. We have amended our suggested boundary line in the vicinity of St. Mellons in order to exclude from the county borough the Village Hall, the War Memorial and the Methodist Chapel so as to meet the representations of the Magor and St. Mellons Rural District Council.

742. As requested by the City Council, we have reviewed our previous recommendation with regard to Penarth. We remain of the opinion, however, that the case for the inclusion of the town in the county borough area is not one which we can support.

743. We have decided to accept Glamorgan County Council's suggestion that some 290 acres of open space between Coed-y-Wenallt and Thornhill Road, an area already owned by the City Council, should be transferred to the county borough. In addition there are other proposed changes of a minor character designed to produce a more satisfactory boundary, some of which are identified in the summary below.

SUMMARY OF PROPOSALS

744. Our Final Proposals in relation to Cardiff County Borough are therefore as follows. The acreages given are approximate.

- (i) The following areas should be transferred to the county borough from the administrative county of Glamorgan (Cardiff Rural District):
 - (a) the parish of Whitchurch, except Tongwynlais village and other parts in the north and west (2,153 acres);
 - (b) the portion of Lisvane Parish south of Capel Gwilym Road and west of the Rhymney Railway, together with the small area between the railway and the Nant Fawr stream (642 acres);
 - (c) the southern part of Llanedeyrn Parish, broadly speaking as far as the Nant Fawr stream (766 acres);
 - (d) part of Radyr Parish in the vicinity of Radyr Court (294 acres);

- (e) the part of Llanishen reservoir not at present in the city (16 acres);
- (f) land at the premises of Bowmakers Ltd. near Culverhouse Cross (95 acres).
- (ii) The following area should be transferred to the county borough from the administrative county of Monmouth (Magor and St. Mellons Rural District):
 - a small area in St. Mellons Parish in the vicinity of the former Sea Transport Depot (23 acres).
- (iii) The boundaries of the areas to be transferred, together with other minor boundary changes, should be as shown on Map No 1. and described in the Schedule contained in Appendix XII.

745. In all, we propose the addition of some 4,020 acres to Cardiff (3,992 acres of which are now in Glamorgan), and the cession of thirty-five acres by the city to adjoining areas (three acres to the administrative county of Monmouth).

EFFECT OF OUR PROPOSALS

746. As a consequence of our proposals, Cardiff would gain about thirty thousand in population and 3,985 acres in area, and there would be an increase in rateable value of about £375,000. We do not consider that the losses of population and rateable value would have any detrimental effect on the county of Glamorgan. The proposals would involve a loss to Cardiff Rural District of about seven per cent of its area, fifty-nine per cent of its population and fifty-five per cent of its rateable value⁽¹⁾.

747. The areas proposed to be transferred from Monmouthshire to the city are insignificant in respect both of population and of rateable value.

748. During the course of our investigations the relative positions of the various authorities in respect of the rate poundages have changed appreciably, and the effects of revaluation in 1963 are impossible to predict accurately. We have therefore made no attempt at forecasting the comparative rate poundages in the city and its surrounding areas before and after the changes we have proposed.

Chapter 11. Newport

DESCRIPTION

749. Newport lies in the south of Monmouthshire on the coast. It is the largest town in the county and is at present the administrative centre for nearly all the departments of the County Council. Newport was created a county borough in 1891, its population at that time being 54,707 and its area about 4,500 acres. An extension approved by Parliament in 1934 added the parish of St. Woollos and parts of the parishes of Christchurch, Bettws and Malpas. A further extension

¹ These percentages relate to the effects of our proposals for Cardiff County Borough only. In the section of this Report dealing with our proposals for Glamorgan we recommend that the eastern part of Cardiff Rural District should be transferred to the administrative county of Monmouth. The implementation of such a recommendation would mean the loss by the rural district of about a further seventeen per cent of its present area, eight per cent of its population and four per cent of its rateable value.

in the Ringland Top area was approved in 1954 and the present acreage, exclusive of foreshore, is about 7,700 acres. The rateable value in April, 1961, was £1.55 million.

750. Newport's population had risen to 105,547 by 1951 and to 108,107 by the time of the 1961 census. The latest estimate by the Registrar General of the 1971 population, taking account of natural increase only, is 112,200.

751. The importance of Newport derives from the export of coal, iron and steel. The town became significant from the beginning of the nineteenth century especially after the construction of the Monmouthshire and Brecon Canals and the Sirhowy Tramroad. The main development of the port facilities took place in the latter half of the nineteenth century: the extensive dock system which was constructed in the years from 1842 to 1893 was a key factor in the town's commercial development, and apart from these docks and their associated activities there were few basic industries in the town until steel production was developed in the period from 1897 to 1919. A better balance of industry was achieved after the second World War and, as the export of coal declined, chemical, electrical and clothing industries were introduced.

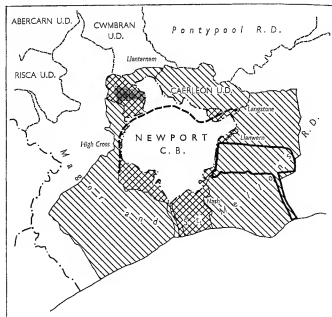
752. Towards the end of 1958 the Government announced that a scheme for the erection of an integrated steelworks in Monmouthshire had been approved, and planning permission relating to a site at Llanwern just outside the borough boundary was issued in July, 1959. We have mentioned this major development at this point since, as will be seen later, it is at the heart of Newport's claim for extension.

CLAIM

753. Newport County Borough Council made a claim for a large extension of the area of the borough, details of which are set out in Appendix VI. The Council asked for a total of 24,092 acres, which would have increased the county borough's area to more than four times the present figure. Of the total, 20,510 acres were in the Magor and St. Mellons Rural District; the remainder consisted of the whole of Caerleon Urban District and a small part of Cwmbrân Urban District. Of the parts of the Magor and St. Mellons Rural District which were included in the claim, rather more than ten thousand acres were to the east of Newport; roughly 1,400 acres comprised Bettws Parish to the north, in which the Borough Council had obtained planning permission for the development of a neighbourhood unit; about eight thousand acres consisted of land to the west⁽¹⁾ of Newport. Newport's claim is illustrated in Fig. 3.

754. In July, 1959, shortly after we commenced our review of the area, the Monmouthshire County Council suggested that certain areas might be ceded to the borough. These lands amounted in all to 2,161 acres, the major areas being 1,009 acres of Duffryn Parish, 854 acres at Bettws (both being parts of Magor and St. Mellons Rural District) and 128 acres at Christchurch. As the County Council made clear, much of the land would not be suitable for housing development as it would need to be reserved for amenity and green belt purposes, school sites etc., whilst a further portion was already developed; in their view, however,

¹ In this area the claim overlapped that of Cardiff (see paragraph 681).



Existing County and County Borough boundaries

County District boundary

Proposed Newport by-pass

Spencer steelworks

Bettws neighbourhood unit

Area proposed by Newport C.B. for inclusion within the County Borough

Area proposed by the Commission for inclusion within the County Borough



Figure 3. Newport

some 897 acres would be available for housing, consisting of the Bettws Neighbourhood Unit of 329 acres and a further 150 acres to the north of it, 330 acres adjoining the school hase at Tredegar Park and 88 acres at Christchurch.

755. In terms of acreage the largest element in the Borough Council's claim consisted of the area to the east of the town which included the site of the steelworks mentioned in paragraph 752 above. This steelworks, now named the Spencer Steelworks, is located on a site of some 2,500 acres and is one of the largest integrated steelworks in Europe. It has been stated that the first stage of the works, now virtually completed, will have cost some £150 million to construct and that the production capacity will be about 1,400,000 tons of steel ingots per year; such a rate of production was estimated to require five thousand to six thousand employees. It has been estimated that the rateable value of the works at this stage will be as much as £1 million. The second stage of the works, if sanctioned, may, it is thought, be completed by about 1971, and could result in increasing the production of the works to about three million ingot tons per annum; about ten thousand workers would then need to be employed and the rateable value of the works would be greatly increased.

756. It was evident that the question whether or not the works should be brought within the borough was the most important and the most controversial factor affecting the boundaries of Newport County Borough. The decision on that question affects many other elements of the Borough Council's claim and we therefore deal with it first.

THE STEELWORKS

757. The County Borough Council's claim for the eastern area, including the steelworks site, was based on the following main grounds:

- (a) the Borough Council had been asked by the steel company to provide certain local government services, including houses, roads, and sewage disposal facilities, and without the Council's aid the project could not be so successfully promoted and completed;
- (b) whether the works were in the borough or not, a number of serious problems would be created in the town, for instance, overcrowding in houses and traffic congestion, and Newport ratepayers ought not to be expected to provide and pay for services to deal with these problems without having the rateable value which would assist in meeting them;
- (c) as an example of the burden which would be thrown on the borough, the Council argued that workers already resident in the borough would be attracted to the new works but would not leave their houses; their present employers would have to import workers from outside, with a resultant call for more houses. Moreover, the influx of workers would create overcrowding and homeless families for whom accommodation would have to be provided;
- (d) to the County Council's proposal that the steelworkers should be housed by various district authorities in the southern part of the county and by Cwmbrân Development Corporation, the Borough Council objected that participation in the housing effort by authorities other than Magor and St. Mellons Rural District Council would lead to financial burdens without any compensation in the form of rateable value, and reduction

of these burdens by means of subsidies from the County Council would be unfair to authorities in, say, the northern parts of Monmouthshire;

- (e) the County Council had underestimated the need for houses to accommodate incoming workers and, furthermore, planned to accommodate these workers in unsuitable places. The Borough Council's own estimate of the ultimate need was almost seven thousand houses, that figure being related to the second stage of development of the works, which was expected to be completed by 1971;
- (f) the area to the south of the steelworks was physically an extension of the area of Newport's existing heavy industry, and was the logical site for industries which would be likely to be attracted by these works. One of the new sewage disposal works required for Newport would be in the same area;
- (g) if the steelworks were left in the county, its rateable value could not benefit the county ratepayers because there would be a corresponding reduction in rate deficiency grant. On the other hand, because the town's rate deficiency grant was so small, the additional resources if the site were added to the borough would not be forfeited to the Exchequer, but could be used locally *inter alia* on schemes which the Council had in mind for improving amenities and services.

758. The Monmouthshire County Council and the Magor and St. Mellons Rural District Council strongly opposed any suggestion of the transfer of the steelworks site from the county to the county borough. The following is a summary of their main arguments:

- (a) the steel company had no more looked to the Borough Council for the provision of local government services than they would to any other local government or public utility authority. All the local government services affecting the site were the responsibility of the County Council and the Rural District Council, apart from water supply which was the responsibility of a Joint Water Board;
- (b) in the main, Newport's proposals had the purpose of increasing the Borough Council's financial resources by incorporation of the new works and the Uskmouth Electricity Generating Stations within the borough. The steelworks would be in production by 1963 so that, whatever the decision of the Commission, all the preliminary work would inevitably be the responsibility of the existing local authorities and not of the Borough Council;
- (c) the burden laid on the borough through the coming of the steelworks had been very much exaggerated, and in particular the housing requirements were thought to be inflated. Past and anticipated closures of old tinplate works, transfers from the steel company's existing works at Ebbw Vale, the tendency for miners to leave the mines and existing unemployment in certain parts of the county were all factors which led to the view that of the 5,500 men expected to be employed at the works at the end of the first stage of development, say 1964, only one thousand were likely to be newcomers to the area requiring new houses.

(At our request the County Council later, in October, 1959, submitted

a revised and more detailed estimate of the ultimate demand for houses, that is up to the end of the second stage of development, assumed to be 1971. Because of the uncertainty of many of the factors involved, the figures could only be regarded as a rough estimate, but at six thousand houses the revised estimate did not differ substantially from the Borough Council's estimate of 6,750 houses.)

- (d) the demand for houses could be met by the Rural District Council along with neighbouring authorities and the Cwmbrân Development Corporation, with or without the Borough Council's assistance, and there was no necessity to use the sites at Christchurch and Langstone suggested by the Borough Council; in any case there were grave planning objections to development in those areas. Even if those objections did not exist, the Rural District Council could themselves build the houses there without any question of including the sites in the borough;
- (e) with regard to the land to the south of the works, it was contended that the Borough Council had greatly exaggerated the potential effect of the works in attracting industry to the area and in any case the area claimed was excessive. The land comprised some of the best cattle fattening land in the county;
- (f) the town would be bound to benefit very materially from the greater spending in Newport's shops and the setting up of service industries in the train of the steelworks, and those benefits would compensate the borough for any extra financial burdens;
- (g) as to rate deficiency grants, retention of the steelworks in the county would bring the resources of the County Council nearer to those of the average authority. At present the rateable value per head was forty-one per cent below the national average—the deficiency was almost the highest in England and Wales—but when the works were rated the rateable value per head would be only twenty-one per cent below the average; county finance would thus be less dependent on Government grants. Incorporation of the steelworks in the borough, on the other hand, would increase the borough's rateable value per head to a figure more than fifty per cent above the national average.

759. In attempting to reach a decision concerning the steelworks site we were bound to give the closest attention to regulation 11 of the 1958 Regulations, the terms of which are discussed in Chapter 9.

760. We could not find any support in that regulation for the inclusion of the steelworks site in the borough. The works site by itself, that is, without the padding of land required to make an acceptable boundary, consists of a finger of land measuring $3\frac{1}{2}$ miles in length and just over a mile in width. The addition of the steelworks site alone would result in an odd shape for the county borough as can be seen from Fig. 3. We considered that the site could not be regarded as a continuation of Newport's 'town area' and we found it difficult to accept that a modern steelworks on the scale of the Spencer Works could have 'links' with any particular community in the sense implied in the Regulations.

761. With regard to the 'balance of advantage' as between the county borough

and the county¹) (see paragraph (c) of regulation 11), if the steelworks were left outside Newport the borough would still have an adequate level of resources in terms of rateable value per head, whilst the county would achieve a more satisfactory level, albeit still below the national average, instead of being, as now, a county with a very marked deficiency in rateable value. On the other hand, if the borough area were extended to include the steelworks, Newport would become extremely prosperous, whilst the county would continue in its existing condition of above-average dependence on rate deficiency grant, a state which would have few parallels in the whole of England and Wales if the counties of sparse population were left out of account. It seemed to us that the result of incorporating the steelworks in the county borough would be to transfer rateable value away from the administrative county, thus deliberately maintaining its relative poverty in order to increase the county borough's rateable resources to a level far above the national average.

762. So far as the steelworks site alone was concerned we concluded, for the purpose of our Draft Proposals, that we could not accept the case for inclusion in the borough.

763. Newport's claim was, however, for the addition of a much larger area of land to the east of the town, over ten thousand acres, of which the steelworks site comprised barely more than a quarter. We considered each part of that area in turn to see whether its inclusion in the borough could be justified.

764. We did not think that the arguments in favour of adding the area south of the steelworks to Newport were of great weight. There was no evidence of the need for industrial land on the scale apparently envisaged. In any case it seemed doubtful whether, in the absence of reasons based on the national interest, such as influenced the siting of the Spencer Works, planning permission was likely to be granted in this area at the expense of good agricultural land.

765. The situation appeared to us to be different in the western part of the parish of Nash—the part which adjoins, in the north, a heavily industrialised district of Newport and, in the south, the river Usk—with the Newport Docks on the opposite bank of the river. In the western part of the parish are to be found the Uskmouth Electricity Generating Stations, lands held by the Electricity Generating Board for ash disposal (about 480 acres), land used by the British Aluminium Company Ltd. for waste disposal (130 acres) and land owned by Monsanto Chemicals Ltd. (93 acres). We thought it right that these lands should be within the borough, associated as they are with industrial undertakings in the borough and, in at least one case, likely to be used in the future to accommodate the expansion of those undertakings. We understood that, ultimately, the rateable value of the twin generating stations was likely to be about £150,000 in total, equivalent to one-tenth of the existing rateable value of the county borough and two-fifths of the existing rateable value of the Magor and St. Mellons Rural District. The rateable value per head in this rural district either with or without the generating stations is likely to be so high by reason of the Spencer Works that the description of the district as a 'municipal Kuwait',

¹ For the sake of simplicity we refer throughout this Chapter to the 'county' i.e. Monmouthshire. The argument applies equally to the case of the three-county amalgamation put forward in our Draft Proposals and to the modified proposal put forward in Chapter 8.

applied to it by one representative of a council appearing before us, seems not entirely inappropriate; the loss of the rateable value of the generating stations could clearly be borne with fortitude. In the County Council area too the rateable value of the Spencer Works would more than outweigh the loss of the generating stations.

766. As regards the area north of the steelworks, it was claimed by the Borough Council that the most appropriate sites for establishing neighbourhood units to cater for incoming steelworkers were to be found here. We deal later with the overall needs of the borough for land for housing; at this point one thing only needs to be said. In June, 1959 the Borough Council decided not to build houses for incoming steelworkers if the steelworks were not going to be brought within the borough, the reason put forward for this decision being that the very heavy financial commitments of the town made it impossible for them to undertake the large additional financial burden of subsidised housing for the workers unless Newport County Borough was assured of the assistance of the rateable value of the steelworks. That decision of the Borough Council considerably altered the circumstances with which we had to deal. Since, on the basis that the steelworks remained in the county, the Borough Council were unwilling to assist in the provision of council houses for the steelworkers, it was not necessary for us, in considering Newport County Borough's need for land for housing, to make allowance for this factor. As to the Borough Council's suggestion that Chepstow, Caldicot, Risca and Cwmbrân were not the best places for siting the houses, we would point out that the decision was one for the authorities in the administrative county, and all the sites must have been either scheduled for building in the development plan or otherwise approved by the Minister.

OVERSPILL

767. Having decided what recommendation to make in our Draft Proposals about the steelworks site, we were in a position to consider whether account should be taken of overspill from the borough during the period with which we were concerned and, if so, the extent of the land needed and where it should be provided.

768. We were in a more fortunate position in attempting this exercise for Newport than for Cardiff, since both the Newport and Monmouthshire Development Plans had been approved by the Minister. The Newport plan, however, had been approved before the Government had announced its decision to support the establishment of the steelworks at Llanwern, and the Monmouthshire plan, whilst incorporating a notation for the works on the county map, was in its essentials the product of an earlier period. The information in the plans, therefore, had to be interpreted in the knowledge that amendments might be necessary to take account of the direct and indirect effects of the works.

769. The County Borough Council contended that, taking into account the long-term effects of the steelworks on the housing problem in the town, it would be necessary to develop areas at Christchurch and Langstone as well as the neighbourhood unit at Bettws. They felt, however, that, because of the many uncertainties which existed during the period before the production force had been recruited for the works, it was not possible to submit concrete figures to define the extent of the overspill problem.

770. The County Council considered that provision should be made for over-

spill for twenty thousand persons in round figures. If the capacity of the Bettws Neighbourhood Unit were estimated at ten thousand persons, the residual overspill was ten thousand persons and they suggested that a further 330 acres were required. That calculation was the basis of the County Council's suggestion that certain areas, to which reference was made in paragraph 754, should be ceded to the borough. If all the areas suggested by the County Council as suitable building land (568 acres apart from the Bettws Neighbourhood Unit) were in fact used as housing sites, they claimed that there would be a surplus provision sufficient to house some seven thousand persons; they suggested that the building area at Tredegar Park could be reduced if the land were not required.

771. The exhaustion of building land at Ringland Top and the consequent need for a beginning to be made with development at Bettws so much earlier than at first had been envisaged made it clear that the development plan estimates could not now be relied upon. We thought it right to adopt an estimate of land requirements which was more liberal than the one to be derived from a strict acceptance of the development plan and yet not as great as that put forward by the County Council. Our judgment, based on the information available to us, was that further land sufficient for overspill of about fifteen thousand would be necessary, that is to say that land to meet the housing needs of five thousand persons should be provided in addition to the Bettws Neighbourhood Unit. Our Draft Proposals were framed on that basis. It will be clear from our remarks on individual areas, however, that we did not always assume, as the County Council seem to have done, that planning permission would be given for the development of all the areas which they suggested for building.

PARTICULAR AREAS

772. We proceed to review in turn the areas which the Borough Council suggested as being appropriate for the expansion of the town.

BETTWS

773. The County Council and the Magor and St. Mellons Rural District Council accepted as reasonable the suggestion that the area of the neighbourhood unit, expressly designed to accommodate Newport overspill, should be included in the borough, together with another 525 acres of land of which almost half was designated in the development plan as an area of great landscape value. We were satisfied that the neighbourhood unit, when built up in accordance with the planning permission given by the County Council, would be a continuation of the town area of Newport and would have, by virtue of its status as one of the Borough Council's municipal housing sites, apart from other reasons, closer and more special links with the borough than those arising from mere proximity.

774. We accordingly proposed that 915 acres of land in the parish of Bettws should be added to the borough. That area included a tract of 150 acres, north of the approved neighbourhood unit, which the County Council considered could be made available for housing.

THE SOUTH-WEST (DUFFRYN PARISH)

775. It has been mentioned that the area of Newport County Borough Council's original claim extended so far west of the town that it overlapped part of the

area claimed by Cardiff County Borough Council. It was always admitted by the Newport County Borough Council that the claim was based on the supposition that there would be a substantial easterly extension of Cardiff's boundaries and that, if there was to be no such extension, a more limited claim would be appropriate. The lesser claim was designed to include within the boundary Tredegar Park, St. Joseph's Convent High School, the Duffryn secondary school base, the foreshore at St. Bride's Wentlooge where it was hoped that a development scheme might be undertaken and, finally, the suggested site of the proposed western sewage purification works.

776. The County Council agreed, broadly speaking, to the cession of the smaller area of land with the exception of the land in the parish of St. Bride's Wentlooge including the foreshore area and the purification works site. The Magor and St. Mellons Rural District Council did not agree that any part of Duffryn Parish should be given up to the borough, their view being that the existing boundary formed by the river Ebbw was very well defined and that, so long as the area to the west of the river remained in the administrative county, its development could be controlled and the suggested green belt thereby preserved.

777. The decision we had to make with regard to Duffryn was not an easy one. We thought it desirable on general grounds that the Borough Council's school base and recreation ground should be within the town's boundary, a point conceded by the County Council; we were aware, however, that any practicable line to secure that object would also bring into the borough large areas of good agricultural land, now within the suggested green belt, land which was not vitally necessary for building since other sites could be utilised, and which for a number of reasons it would be undesirable to develop. We had already decided to recommend that the boundary in the High Cross—Forge Road area should be located just outside the proposed Newport by-pass. That decision meant that in the north of Duffryn Parish the position of our boundary line was fixed. We finally decided to propose that an area of 1,040 acres should be added to the borough.

778. The County Council suggested that within the ceded land an area of 330 acres adjoining the secondary school base could be used as building land. The County Borough Council expressed surprise that the County Council should suggest building in the green belt and also referred to the generally accepted objections to building in the Tredegar Home Farm area in the light of the agricultural value of the land. We should make it quite clear that, in making the proposal for extension referred to in the preceding paragraph, it is not part of our basic assumption that there should be housing development in the area west of the Ebbw. The decision on that issue, if it should be raised, will rest with the Minister of Housing and Local Government.

ROGERSTONE PARISH (PART)

779. The County Borough Council pointed out that development had continued across the boundary on the west of the town, at Glasllwch Crescent and Western Avenue. The High Cross development, furthermore, was said to have become a physical extension of Newport. A new boundary, mostly varying from a fifth to a third of a mile outside the existing one, was suggested. Both the County

Council and the Magor and St. Mellons Rural District Council agreed that a minor adjustment was necessary at Western Avenue. The County Council suggested that the boundary in this area should be taken out to the eastern or inner side of the proposed by-pass, whilst the Rural District Council's concessions were more limited.

780. It was clear that major extensions of the boundary in the area under discussion could not be effected without creating new anomalies. We were content, therefore, to do no more than suggest the removal of the worst of the existing anomalies. That aim could best be achieved, we thought, by placing the boundary 220 feet from the centre of the proposed by-pass on the outer (western) side, that being the distance within which the Ministry of Transport are able to regulate development.

CWMBRÂN URBAN DISTRICT (PART)

781. The County Borough Council included in their claim an area of 427 acres in the Llantarnam area of Cwmbrân Urban District, which they claimed was 'really part of the physical Newport'. They pointed out that building development was proceeding within the area. The Urban District Council argued that such development as had occurred in the area was very limited in extent, involving only 22½ acres out of the 427 acres claimed, and that further development, apart from limited infilling, would not be allowed as it was considered vital that the limited green belt between Newport and Cwmbrân should be preserved in its entirety.

782. We agreed with the Urban District Council's contention that the case for the inclusion of the Llantarnam area within the borough had not been made out and we did not, therefore, propose that the boundary in this area should be altered.

CAERLEON URBAN DISTRICT

783. The County Borough Council considered that there were good reasons for the inclusion of Caerleon Urban District in the county borough, since a high proportion of the residents worked in Newport which was the natural shopping, commercial and administrative centre. The Council told us, however, that the main reason for the suggestion was that they felt it to be their duty to offer to assume administrative responsibility for the area, which, with a population of only 3,980 and a penny rate product of only £165, was considered to be too small to be a viable local government unit. The inclusion of Caerleon Urban District within the county borough was not considered to be to the advantage of Newport, and it was intimated that if we decided to reject the suggestion they would not press it.

784. Caerleon Urban District is divided geographically into two drainage areas, the town area on both banks of the river Usk and the Christchurch area. We were clear that the town area of Caerleon was—to quote the County Council's representations—'completely divorced physically from Newport Town by a ridge of hills near St. Julians Estate and by the floodable valley and plain of the River Usk'. The main part of Caerleon clearly is not a continuation of Newport's town area and there was nothing in the relevant development plans to suggest that these two areas were likely to be joined by continuous development. In these circumstances it seemed to us that Caerleon town should not be brought

within Newport County Borough. If the area is too small to continue as a separate local government unit, then the machinery of the second stage of the review must be relied on to provide a solution.

785. On the other hand, the Christchurch area has been part of Caerleon Urban District only since 1935, when the urban area was quadrupled as a result of the county review at that time. The land south of the ridge is cut off physically from Caerleon town and in every respect except local government administration can be considered to look towards Newport.

786. The County Council accepted that the part of the urban district on the south side of the ridge, as far east as, but excluding, the Coldra Hospital, could be added to the borough; the area proposed to be ceded amounted in all to 128 acres and included eighty-eight acres which were suggested as suitable building land. Caerleon Urban District Council, however, were opposed to the cession of any part of their area to Newport.

787. In addition to the question of physical separation which influenced the County Council's attitude, it is to be noted that the existing boundary in the region of the Newport-Chepstow road is an awkward one. We had in mind too, Newport's need for additional housing land, over and above that provided in the Bettws Neighbourhood Unit, and it seemed to us that the need could be partially satisfied in the area suggested by the County Council, subject to the grant of planning permission. For these reasons we proposed that a substantial part of the Christchurch area should be added to the county borough.

788. In considering the details of the extension, we decided that it was necessary to take in a larger area than that suggested by the County Council. Their line would have split the village of Christchurch: for example, the church room and vicarage on the one hand and the church itself on the other would have been on opposite sides of the boundary. A suitable line bringing the whole of the village into Newport was therefore selected, the total area suggested for transfer being 248 acres.

HARTRIDGE FARM AREA

789. The Hartridge school hase is partly outside the county borough, and in order to bring the site wholly into the borough and to improve the boundary generally we made certain proposals in that vicinity.

790. Our Draft Proposals provided for the addition of 3,628 acres (excluding foreshore) to the county borough and the loss by Newport to the administrative county of 114 acres. Of the areas to be added to Newport, 1,260 acres were in Nash Parish, 1,040 acres in Duffryn and St. Bride's Wentlooge, 915 acres in Bettws, 79 acres in Llanwern (74 acres in the Hartridge Farm area and 5 acres at Flat Wood), 86 acres in Rogerstone (the High Cross-Western Avenue land) and 248 acres in the urban district of Caerleon. The areas to be lost by the

county borough under the proposals consisted of 57 acres near Lower Lake (near the Monsanto factory) and 57 acres east of Malpas Farm.

791. It is not easy to determine the extent of the land, within the total area proposed for addition to the county borough, which should be regarded as potential building land. Our belief at the time was that, within the areas recommended for inclusion in the borough, sufficient land was likely to be approved for development to provide for what we estimated would be the probable overspill.

REACTIONS TO DRAFT PROPOSALS

792. The local authorities and other bodies concerned with the question of Newport's boundaries were invited to submit to us written representations on our Draft Proposals, and they later presented their views at a conference held at Newport on the 30th November, 1961.

793. Newport County Borough Council submitted that the major issues on which they disagreed with the Draft Proposals could be narrowed down to two—the decision on the Spencer Steelworks and the provision of land for additional housing consequent upon the establishment of the works. The area of the Spencer Works was quite clearly a physical continuation of the county borough and should be brought within its boundary.

794. They claimed that in our Draft Proposals we had not properly dealt with the factor 'financial resources measured in relation to financial need'. They alleged that we had considered the matter primarily from the standpoint of the effect of the proposals upon the rateable value of the county, and that we had taken as our aim a reduction in the county's dependence upon rate deficiency grant. When account was taken of that grant, they argued, the County Council's resources were already up to the national average and the rateable value of the Spencer Works would not therefore benefit them. On the other hand, they felt that we had paid too little attention to the county borough's financial needs. Newport had a number of capital projects in mind which could not be carried out unless the borough received the benefit of the rateable value of the steelworks—an undertaking which had presented the Borough Council with many problems. As the rateable value of the county borough, per head of population, was so near the national average, incorporation of the works in the borough would result in augmenting the resources of the borough, in contrast to the position of the county if the works remained in the county area.

795. The other major criticism of our Draft Proposals made by Newport was the under-provision of land for housing, bearing in mind the effects which the steelworks would have on the ultimate demand for housing. Experience in Port Talbot, another town where an integrated steelworks had been constructed, had clearly shown that the workers would in time gravitate to the town to live and take their recreation. Nothing could prevent workers at the Spencer Works who wished to do so from moving into existing houses in Newport and creating a problem of overcrowding; they might for a time accept houses in places such as Chepstow and Risca, but they would eventually grow tired of the daily travel involved. Again, a large number of workers were transferring from existing industries in the town to the steelworks; their places would have to be taken by persons from outside Newport, and housing accommodation would have to be found for these imported workers.

796. It was unfortunate, the Borough Council submitted, that the urgent problems of Newport and its surrounding area had been required to wait for the draft pattern of the Welsh counties to be settled. The decision not to build houses for steelworkers unless the steelworks were brought within the county borough was a logical and reasonable one to take at a time when an early decision on the boundary question was anticipated. If it had been known that the delay would occur, the decision might well have been different; as it was, the plan organised by the County Council, whereby building was undertaken in outlying areas, had been partly implemented already, although it was not yet too late to alleviate the harmful effects of the plan.

797. They (the Borough Council) claimed that we had made some provision for Newport's normal overspill, but had failed to take account of the abnormal housing problems consequent upon the establishment of the steelworks. If the effects of the works were ignored, the boundary put forward in the Draft Proposals in the Bettws area would probably have satisfied the town's normal housing needs for the ensuing six years, but no allowance had been made for redevelopment of the central area and other parts of the town. The other areas in which extensions were proposed by us were ruled out for various reasons. The land to the north of the Bettws Neighbourhood Unit encroached on the narrow belt of undeveloped land separating Newport from Cwmbrân New Town, and being on the wrong side of the watershed could not drain towards the neighbourhood unit; the land in the Duffryn area was of too high agricultural value to build on and was in any case part of the proposed green belt, whilst the area at Christchurch was cut by the proposed by-pass and was generally too steep for development, only ninety acres being suitable for building. Newport had therefore to look beyond the Draft Proposals, but all areas were ruled out for one reason or another except the land to the north-east of the borough, from Christchurch towards Langstone. The Borough Council reiterated their view that the provision of houses for the steelworkers was not being made in the right places.

798. The Monmouthshire County Council regretted that the Draft Proposals envisaged the transfer to Newport of the Uskmouth power stations, but it was realised that the stations were in an area already agreed for the extension of existing borough industries. The county would suffer a substantial loss of rateable value from the transfer, but as long as the intention was to leave the Spencer Works within the county they would not oppose the addition of the power stations to the borough.

799. With regard to the steelworks, their view was that the community of interest lay with the administrative county. The County Council had provided a wide range of services for the steel company and the people employed at the works. In particular, 2,070 houses would have been provided for works employees by the end of 1962—and 615 of that number were already (October, 1961) built and occupied. Furthermore the target population figure of Cwmbrân New Town had been increased, partly because some steelworkers would be housed there.

800. On the question of the borough's need of land for housing, the County Council considered that the requirements of the town for the next fifteen years could be provided at Bettws and, if necessary, at Duffryn. With regard to

financial resources it was pointed out once again that, by reason of the county's great deficiency in resources per head of population as compared with Newport's relative sufficiency, it was right that the administrative county should be given more rateable value.

801. They asked that subject to some minor amendments the Draft Proposals should be adhered to.

802. Magor and St. Mellons Rural District Council disagreed with the Draft Proposals relating to Duffryn, Nash and Rogerstone Parishes. They said that the Draft Proposals for Duffryn indicated that the change of houndary had been made in order to bring Newport's schools within the boundary. It was submitted that the ownership of forty-six acres of land was not a valid reason for allowing a boundary extension of 1,030 acres. The Borough Council accepted that building would not be allowed in the Duffryn area, and it was assumed that we were not advocating development there; there was therefore no need for its transference to the county borough. The Rural District Council remained of the opinion that the boundary should continue to be the river Ebbw.

803. Concerning Nash, they pointed out that under the Draft Proposals the church and the village would be severed from the rest of the parish and added to the county borough. They doubted whether Newport had a genuine need for further land for industry as there was already a wide variety of undertakings within the borough; in their opinion any extension should be a very limited one, and the first-class agricultural land in the parish should be retained for agriculture.

804. It was felt that the by-pass would provide a logical and proper boundary for the Rogerstone Parish. The transfer of the Bettws land was accepted.

805. Caerleon Urban District Council welcomed our recommendation that the town should remain within the administrative county. They were, however, strongly opposed to the addition of part of Christchurch to the county borough on three grounds. First, the proposal would unbalance the local government structure of Caerleon, as the ward affected would be left with very few properties. Secondly, whilst there might be a case from a geographical planning aspect for the addition of the Coldra Estate to the borough, the same could not be said for the addition of Christchurch. There could be no advantage to Newport since sufficient building land was available at Bettws. Finally, the vast majority of the inhabitants of the area concerned were opposed to any change.

806. Representations against the Draft Proposals were also received from parish councils, local organisations and individuals. They included a number of letters from residents of the Coldra and Christchurch area who were opposed to our proposals for that area.

FINAL PROPOSALS

807. Our Final Proposals for the administrative county of Monmouthshire differ from our Draft Proposals in that we no longer recommend that the county should be amalgamated with Breconshire and Radnorshire. This change, however, does not affect the problem of the Newport County Borough houndary. It has been accepted on all sides that the main issue in respect of that boundary is its position in relation to the Spencer Steelworks and we have set out in

paragraphs 759-762 our reasons for recommending that the area of the steelworks should remain outside the county borough.

808. Because of the urgency of this problem, we had hoped to publish our Draft Proposals for Newport County Borough in advance of those for the remainder of the Glamorgan and Monmouthshire Review Area, but we were advised that the terms of the 1958 Act did not permit us to deal with a review area in stages; our proposals for Newport had therefore to await our decisions on the review area as a whole and, for the reasons indicated in paragraph 8, this meant ultimately that they had to await our recommendations on the county pattern over the whole of Wales.

809. Since we began our investigations construction of the steelworks has proceeded rapidly, and steelmaking commenced in July, 1962. The fears of Newport County Borough Council that other authorities would be unable to deal satisfactorily with the many problems have proved unfounded, and we have had no evidence that the progress of the works has in any way been impeded because of its location in the administrative county rather than in the county borough. Arrangements for housing incoming workers have been carried out by various district councils and Cwmhrân Development Corporation, as planned by Monmouthshire County Council.

810. We deal later with the county borough's land requirements arising out of the location of the steelworks, but on the more general issue we are satisfied that such burdens as may fall upon the county borough will be balanced by the incidental beneficial effects upon the prosperity of the town.

811. The County Borough Council have made it plain that they consider that they have a claim upon the rateable value of the steelworks. It is true that if the works were in the county borough almost the whole of its rateable value would be of direct financial benefit to the county borough since at present they receive only a small amount of rate deficiency grant. For the County Council, the benefits would be less direct since the large increase in rateable value would be counter-balanced by a proportionate reduction of rate deficiency grant. It has been alleged in some quarters that one of our basic aims has been to reduce authorities' dependence upon rate deficiency grant in order to reduce the burden on the Exchequer. It is hardly necessary for us to deny this allegation. On the other hand, we are not prepared to make recommendations which have the deliberate aim of artificially keeping an area poor in rateable resources in order that it may continue to attract the same Exchequer grant as at present. We think it would be an abuse of Central Government grants if we proposed a course which would have the effect of keeping the County Council heavily dependent upon rate deficiency grant merely in order to enrich still further a county borough which, without any help from the rateable value of the steelworks, will still be brought above the average in rateable resources if our other recommendations are implemented.

812. Our further study of the problem in the light of the representations made to us has left us convinced that the criteria of regulation 11 are not satisfied in respect of the steelworks area and we have decided, therefore, that we should not be justified in recommending its transfer to the county borough.

813. We have indicated that at the Draft Proposals stage our estimate was that land sufficient for housing up to five thousand persons should be provided in addition to the site of the Bettws Neighbourhood Unit. We have also made it clear that it was not in our minds (even if it was in the minds of some of the authorities represented at our conference) that our proposals would involve housing development in the Tredegar Park area. At the earlier stage our expectation was that the estimated deficiency of building land might be made up by use of the land added near Coldra in conjunction with relatively limited areas which might be made available for development in Bettws Parish outside the neighbourhood unit.

814. After the statutory conference we were left with the feeling that the long-term influence of the Spencer Works on the demand for land for housing in Newport would be, if anything, greater than we had previously anticipated. The reference to the provision of over two thousand houses for steelworkers in the county area by the end of 1962 (see paragraph 799) indicated that the demand for houses was greater than the County Council had at first thought likely. It is, of course, true that on the face of it the question of council housing for steelworkers is something which can be discussed in the context of the county area only, since the Borough Council decided to opt out of that particular problem. We are now satisfied, however, that in our Draft Proposals we did not give sufficient weight to the effect of the Spencer Works on the housing needs of Newport itself. Even if consideration is confined to the demand for council houses, many factors will prevent the Borough Council being able entirely to avoid the problem, whether they maintain their present policy or not. We accept in principle Newport's contention that, to the extent that their existing tenants obtain employment at the steelworks, the incoming workers taking their places in Newport industries will have to be housed; further, we agree that some of the steelworkers to be housed by the county district councils, and some of those who will be travelling daily from distant parts of the county, are likely to feel the attraction of living in a town and to move into accommodation in the borough, thus contributing to the borough's housing problem.

815. Furthermore, apart from the question of council housing, it is to be expected that a proportion of those moving into the area to take up posts at the steelworks, and requiring accommodation, would wish to buy or build houses in the borough.

816. These factors have led us to the conclusion that in our Draft Proposals we did not make sufficient allowance for the land requirements of the county borough. We appreciate that there is a strong objection to building development in Duffryn Parish and it therefore seems to us to be desirable that, in our Final Proposals, we should include in the borough area sufficient land to ensure that, after the necessary deductions are made on account of land for which planning permission may not be given, there is a sufficient balance of land capable of development in areas other than Duffryn Parish. Accordingly, we have decided to increase the area at Bettws proposed for addition to Newport by extending its limits, broadly speaking, to the parish boundary; we do not include the south-west part of the parish, however, as this consists principally of woodlands and is recognised as being of great scenic value. The total area now proposed to be transferred from the parish to Newport is 1,124 acres.

817. As a result of the representations submitted to us we have decided to make a further change in our proposals. In Nash Parish we have now restricted the area to be added to Newport more closely to the lands held by industrial undertakings, including the Electricity Generating Board, and as a result the village of Nash is not now proposed for inclusion in the borough area. The area which it is suggested should be transferred to Newport from this parish has accordingly been reduced from 1,260 acres to 942 acres.

818. In addition to these two main changes, we have altered the line of the proposed boundary in Rogerstone Parish by having it on the western limit of the land acquired, or to be acquired, for the proposed by-pass. At the eastern end of the by-pass we have made similar minor changes in order to relate the boundary more closely to the limits of the land to be acquired for the highway. Lastly, we now think that the parts of the sandbanks known as Usk Patch, Welsh Hook and Middle Grounds which were included in the county borough under our Draft Proposals should remain within the administrative county.

819. We have not felt able to accede to the wishes of the inhabitants of the Christchurch area who desired to remain outside the borough. We are convinced that this area is to a large extent indispensable to the Borough Council in solving their housing difficulties and is in any case closely associated with Newport.

SUMMARY OF PROPOSALS

820. Our Final Proposals in relation to Newport County Borough are therefore as follows. The acreages given are approximate.

- (i) The following areas should be transferred to the county borough from the administrative county of Monmouth.

(a) *Magor and St. Mellons Rural District*

- (i) The parish of Bettws, except the south-west part (1,124 acres);
- (ii) in Rogerstone Parish, the land up to and including the proposed by-pass (65 acres);
- (iii) in Duffryn Parish, the Tredegar Park area (995 acres);
- (iv) a small part of St. Bride's Wentlooge Parish near the confluence of the Ebbw and the Usk (40 acres);
- (v) the western part of the parish of Nash, but excluding the village (942 acres);
- (vi) the part of the Hartridge school base outside the borough, Hartridge Wood and other land in Llanwern Parish (89 acres).

(b) *Caerleon Urban District*

The part of Christchurch south of Belmont Hill and land to the east as far as Coldra (243 acres).

- (ii) The following area should be transferred to the administrative county of Monmouth:

an area east of the Newport-Pontypool Road railway line, near Malpas Farm (57 acres).

- (iii) The boundaries of the areas to be transferred, together with other minor boundary changes, should be as shown on Map No. 2 and described in the Schedule contained in Appendix XII.

821. In all, we propose the addition of some 3,498 acres to Newport, and the cession of 65 acres by the borough to the administrative county of Monmouth.

EFFECT OF OUR PROPOSALS

822. If our recommendations are adopted, Newport would gain about 1,200 in population and 3,433 acres in area, and the increase in rateable value would be about £181,000. The loss of rateable value would be of no significance to the Monmouthshire County Council in view of the retention of the Spencer Works in the administrative county.

823. Under these proposals Magor and St. Mellons Rural District would lose only about eight per cent of its area and four per cent of its population. We do not think that these losses are serious in view of the expanding population of the area and the extremely high rateable value per head which is likely to be characteristic of the area when the steelworks becomes rateable.

824. The position of Caerleon Urban District will, no doubt, receive careful consideration at the county review stage. We do not think that our proposals are likely to cause any breakdown in the functioning of the area as a local government unit during the interim period.

Chapter 12. Swansea

DESCRIPTION

825. Swansea was founded by the Norman Earl Henry of Warwick to whom Henry I had granted the lordship of Gower in 1106; the town grew around the castle which he built. It is the second largest town in Wales and lies on the Bristol Channel coast towards the western end of Glamorgan. The county borough was one of the original creations under the Local Government Act 1888, the population at that time being about seventy-eight thousand and the area, excluding foreshore, some 4,363 acres. The county borough was extended in the following year by the addition of 839 acres. In 1918 there was a major extension when the whole of Oystermouth Urban District and part of Swansea Rural District were added, more than trebling the area of the county borough to its present size of 21,600 acres. As a result the county borough is of unusually large area: only seven county boroughs in England and Wales are more extensive. Swansea contains much more undeveloped land, including commons and open spaces, than either Cardiff or Newport.

826. The population of Swansea in 1961 was 166,740, having risen from 160,988 in 1951; the development plan estimate of the 1971 population was 167,471. The rateable value in April, 1961 was £2.3 million.

827. The main factor in Swansea's growth was its importance as a metallurgical centre. The refining of copper commenced as early as 1720; other smelting industries followed, including lead and zinc. An extensive dock system was

developed from 1850 to bring in metalliferous ores and to export anthracite from West Wales. The smelting industry declined towards the end of the nineteenth century, when the ore-exporting countries began to refine their ore locally. There are still smelting and refining works in the town, but the most important metal industry in the district is the manufacture of tinplate in modern strip mills recently built at Llangyfelach (the Velindre Works) and Trostre. The Llandarcy oil refinery is situated just outside the borough, but crude oil is no longer imported solely through Swansea Docks as the refinery has recently been connected by a pipe-line sixty miles long to a deep-water terminal at Angle Bay on Milford Haven. In recent years there has been some diversification of industry, and in particular the Pressed Steel Company have established, just outside the county borough boundary, a large factory for the production of refrigerators which, it is hoped, might eventually employ two thousand persons.

BOUNDARY PROBLEMS

828. The County Borough Council made no formal suggestions for the extension of the county borough boundary. When we came to examine the existing boundary in detail, however, we observed that in a number of places development had occurred astride the boundary and we therefore looked closely at the circumstances of those areas. Our Draft Proposals, which related to the areas mentioned below, involved only relatively minor changes; the representations upon them were considered at a conference held at Swansea on 1st November, 1961.

DUNVANT

829. This village is divided between the county borough, the Llŵchwr Urban District and the Gower Rural District. Whilst no properties are actually divided by the county borough boundary, it is clear that some improvement is desirable. We came to the conclusion, however, that any major change at Dunvant would create more problems than it solved, and we decided that we should limit our proposals to the definition of a more rational boundary based on the railway line.

CAE-MAWR (CLYDACH)

830. Almost the whole of Clydach is in the administrative county of Glamorgan, but a small part in the south-west, the Cae-mawr area, is within Swansea County Borough. The boundary is a stream which for part of its length is culverted, and is clearly not ideal; on the other hand, development is virtually continuous along the road leading in from Clydach towards the centre of the borough. On a consideration of the different factors involved we felt that the balance of advantage lay in taking Cae-mawr out of Swansea County Borough and linking it with Clydach in Pontardawe Rural District and we put forward a Draft Proposal to that effect.

831. The County Borough Council represented that the Draft Proposal was entirely at variance with the wishes of the inhabitants of the area concerned. The major community of interest, they said, was with Ynystawe in the county borough rather than with Clydach to the north. They claimed that the existing arrangements for education were at every level more satisfactory and certainly more convenient for the pupils than those which would replace them if Cae-mawr became part of the administrative county.

832. The representative of the Cae-mawr Residents' Committee told us that there had been three well-attended public meetings and that opinion was strongly against the Draft Proposal; as evidence there was handed in a petition signed by 350 persons. The decline of industry at Clydach meant that few Cae-mawr residents now travelled out of the county borough to work and their links with the county borough were even stronger than when the area was first brought into Swansea. A change from one-tier administration to the three-tier system of a rural district would in their opinion be a change for the worse.

833. The Glamorgan County Council submitted a statement rebutting some of the points made on behalf of the residents, but adduced no advantages in support of the change proposed by us. The Pontardawe Rural District Council supported the County Council.

834. We have noted the many tangible arguments which were submitted against our Draft Proposal, and on the other hand the purely formal nature of the support offered to it. We have decided, therefore, to withdraw our Draft Proposal, which was based on our desire to see the existing boundary improved, and to recommend that that boundary should remain unchanged except for a minor alteration intended to avoid the severance of some railway land.

GLAIS

835. The village of Glais is divided by a local government boundary running along a stream, the result being that the south-western portion (Cefn-y-Garth) is in the county borough whilst the north-eastern part is in Pontardawe Rural District. It seemed to us wrong that an arbitrary division should be maintained between the two parts of Glais, and the only question to decide was whether the unified village should be attached to Swansea or to the administrative county. As we have already indicated, the County Borough Council did not press us to make any changes in the boundary, but said that, if we were contemplating any change, they thought that the whole village should be in the county borough. The Glamorgan County Council considered that Glais, like Clydach, was not related to the main urban area of Swansea and that a transfer to the administrative county would be justified; such a transfer could be effected as part of a suggestion of the County Council whereby the relatively undeveloped part of the county borough to the north of the proposed Morriston by-pass would be returned to the administrative county.

836. We considered that the most important factor was the existence of the close links which bound the village to Clydach, and in contrast its physical separation from the Birchgrove area to the south. We felt that Glais should join Clydach as a community administered by the county of Glamorgan, and our Draft Proposal included a boundary which would have achieved that purpose without making any other major changes of the kind suggested by the County Council.

837. The County Borough Council objected to the Draft Proposal on the grounds that all the services to the area had been provided by the County Borough Council; it was claimed that the sewerage and drainage scheme would not have been carried out if the whole village had been in Pontardawe Rural District. A new school would soon be built and further development of the area could be expected, now that drainage facilities had been provided. The area, it

was claimed, now had closer links with Swansea than with Clydach and if the village was to be unified it should be included in the county borough rather than in the administrative county.

838. A petition against the Commission's proposal was presented by the representative of the Glais Protest Committee; he stressed the essential unity of the village despite its division by the boundary and also commended the services provided by the County Borough Council. Glamorgan County Council agreed with the Draft Proposal (subject to a small amendment of the line) but their arguments were of a general character, and the Pontardawe Rural District Council merely supported the County Council.

839. As a result of our reconsideration of the position in the light of the various representations, we are still convinced that the whole of the village of Glais should be united under one authority. We now feel, however, that the case for taking the village out of the county borough is not as strong as we had supposed. Although the village grew up in association with Clydach, the ties between the two have weakened as links with the county borough have grown stronger. In addition, Swansea has both the ability and the inclination to provide good quality services to the whole village, as recent developments have shown. These facts, coupled with the clearly-expressed wishes of the inhabitants, have persuaded us to abandon our original proposal and to recommend that the whole of the village of Glais should be brought within the county borough.

OTHER AREAS

840. We also propose minor changes, intended to remove boundary anomalies, at Gowerton, Cadle and in the Port Tennant area.

FINAL PROPOSALS

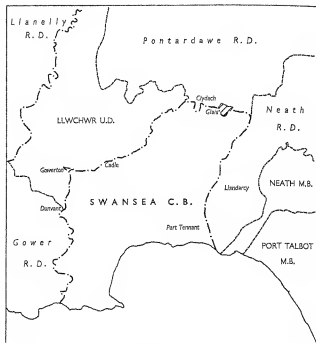
841. Our Final Proposals in regard to Swansea County Borough are as follows. The acreages given are approximate.

- (i) The following area should be transferred to Swansea from the administrative county of Glamorgan (Pontardawe Rural District):
that part of the village of Glais now outside the county borough (70 acres).
- (ii) The following area should be transferred to the administrative county of Glamorgan:
the finger of land, now within the county borough in the vicinity of Fairwood Terrace, to the north-east of Gowerton (32 acres).
- (iii) The boundaries of the areas to be transferred, together with other minor boundary changes, should be as shown on Map No. 3 and described in the Schedule contained in Appendix XII.

842. In all, we propose the addition of seventy-seven acres to Swansea and the cession of forty-five acres by the borough to the administrative county of Glamorgan. These changes are illustrated in Fig. 4.

EFFECT OF OUR PROPOSALS

843. If the foregoing proposals were adopted Pontardawe Rural District would lose only about 0.2 per cent of its present area to the county borough; the loss of population and rateable value would also be comparatively trivial.



Existing County and County Borough boundaries



County District boundary



Area proposed by the Commission for inclusion
within the County Borough



Figure 4. Swansea

844. We do not consider that any of the proposed changes will have any significant adverse effect on either the county borough or the adjoining county districts, still less on the administrative county.

Chapter 13. Merthyr Tydfil

DESCRIPTION

845. Merthyr Tydfil is a county borough in the north of Glamorgan; it takes the shape of a long narrow triangle, its base being part of the southern border of Breconshire. The county borough, which is about $5\frac{1}{2}$ miles across at its widest point and has a length of ten miles, covers 17,760 acres and for the most part consists of the valley of the river Taff from the Breconshire border down to the junction with the river Cynon at Ahercynon; on the east, however, the borough goes beyond the watershed and extends as far as the course of the next river, the Bargoed Taf. The boundaries of the county borough have remained unchanged since it was first created in 1908. At that time the population was approximately seventy-six thousand and had been increasing at a rate of over one thousand per annum for about thirty years. It is now apparent, however, that it was near its peak when Merthyr Tydfil became a county borough; the highest census figure was 80,999 (in 1911) and at each subsequent census the figure has been successively lower. In 1951 the population was 61,142 and at the 1961 census it had fallen to 59,008; only four county boroughs in England and none in Wales have a smaller population.

846. The rateable value in April, 1961 was £457,362, which was substantially lower than that of any other county borough in England and Wales. The next lowest figure, £547,000 approximately, was that of Canterbury, which has only about half Merthyr Tydfil's population.

847. Merthyr Tydfil was for a long period in the first half of the nineteenth century the most populous town in Wales, with a population greater than that of Cardiff and Swansea combined. If we trace briefly the story of its growth and decline we can understand more clearly the influences which have shaped the modern Merthyr Tydfil.

848. There were two periods of growth in the history of the town, the first based upon iron and the second upon coal. Merthyr has a proud history in the development of the iron industry in South Wales, lasting from the latter half of the eighteenth century for about a hundred years. The Dowlais iron works, the most famous in South Wales, was known almost all over the world, as rails made there were exported in large quantities for the construction of railway systems in many countries. From about 1850 Merthyr's iron trade gradually declined, but fortunately coal-mining increased in the area and prosperity was maintained until that industry too entered a period of depression in the early 1920's. A further serious blow was the transfer to Cardiff in 1930 of the remaining operations of the Dowlais works.

849. Unemployment increased steadily until, in July, 1932, 58.6 per cent of the insured population were unemployed, a figure which would have been higher had it not been for the migration of many of the younger people. A slow recovery

began after 1935 and the pre-war Special Areas Acts and, later, the Distribution of Industry Act 1945 led to the establishment of a variety of new industries in the town. The percentage of unemployment at 3.0 (June, 1962) is now much nearer the average for Great Britain of 1.8, but Merthyr is still listed as a development district under the Local Employment Act 1960.

850. This brief summary of the industrial history of Merthyr Tydfil shows that the town has had to contend with adverse factors such as have fallen to the lot of few other county boroughs. These factors were reflected in the field of local government, and eventually in 1935 a Royal Commission was appointed to consider whether the area should continue as a county borough.

851. It is not necessary to deal in detail with the Report of that Commission, who were concerned with circumstances very different from those of today. They recommended⁽¹⁾, *inter alia*, that, for reasons which are set out in the following paragraphs from their Report, Merthyr Tydfil should not continue as a county borough.

- '147. There is no reason apparent for any revival in Merthyr Tydfil of the iron and steel industry or for any marked improvement in coal, while all attempts to get any important new industry established have so far failed.
148. At the same time, the diminution of the population is attended by an increase in that proportion of it which is dependent upon funds derived from insurance, taxes and rates. The unemployed outnumber those in employment and of those who are employed many have their work at a distance from the Borough.
149. We have every sympathy with those to whom the idea that Merthyr Tydfil should suffer a loss of status is abhorrent. The real tragedy, however, lies in the circumstances which have made it necessary to contemplate such a change.
150. We are not aware that the qualifications, apart from the number of inhabitants, requisite for the status of a County Borough have anywhere been stated with precision, but we think it will be agreed that inability, immediate or imminent, to discharge without extraordinary pecuniary aid the functions which differentiate a County Borough from other towns might be regarded as a disqualification.
151. It will be apparent from what we have reported that the resources of Merthyr Tydfil as well as the number of the inhabitants are not now adequate to support a claim to the status of a County Borough, while in the absence of any prospects of the revival of her former industries or the introduction of new industries the resources will continue to diminish and a progressive reduction in population is probable'.

852. The recommendations of the Commission were not implemented and after a period during which the Council operated with the help of an administrative adviser appointed by the Government, the normal form of county borough administration was resumed in Merthyr in 1937.

THE PROBLEM OF STATUS

853. We have described in Chapter 9 the evolution of the county borough system and have made reference in general terms to the question of population in relation to county borough status. Against this background we felt bound, in the light of Merthyr Tydfil's present and prospective population, to consider its status having regard to section 18(e) of the 1958 Act.

854. Population, however, is not the only factor involved and we proceed to consider the matter under the main heads of population, services, and other factors, including financial resources and the size and shape of the borough.

¹ *Report of the Royal Commission on Merthyr Tydfil* (Cmd. 5039).

POPULATION

855. At the time when we started our review the latest estimate of Merthyr Tydfil's population (June, 1958) was 59,300. Thus despite the introduction of light industries since 1945 the population had shown a slight decline. We received no evidence to suggest that any significant increase of the borough's population is likely to take place, and it accordingly appeared to us that the population was likely to remain at about sixty thousand or less during the whole of the period with which we are concerned, that is until the middle 1970's.

856. In the Part of our Report dealing with administrative counties we stated our general conclusion that there is a minimum size in terms of population below which effective local government is extremely difficult if not impossible to achieve. And, with the single exception of Anglesey in regard to which very special considerations apply, none of the counties we have proposed would have a population of less than 120,000. A county borough is responsible for the usual functions of an administrative county and has district functions in addition. Similar conditions, for example, the employment of teams of professional staff, the existence of adequate rateable resources and so on, are as necessary for county boroughs as for counties. We felt, therefore, that our general conclusion regarding population applied equally to the base of a county borough as to that of an administrative county. That is not to say that the same minimum figure necessarily applies in both cases. But in the case of county boroughs we have received more definite guidance from Parliament, which has instructed us that an area with a population of less than one hundred thousand must show special circumstances to justify promotion to county borough status. Moreover we have pointed out that an urban area must have a population of not less than sixty thousand in order to claim to exercise as of right certain limited county functions. The inference seemed inescapable that, if population alone were considered, Merthyr Tydfil should cease to be a county borough.

857. Before leaving the question of population, we should refer to the fact that the County Borough Council submitted to us proposals, described in Appendix VII, for the extension of the borough northwards into Breconshire; their acceptance would result in the transfer of about 3,500 people to the county borough.

858. There were undoubtedly grounds for suggesting that Cefn Coed at any rate should be added to the county borough, and we might well have made a proposal to this effect if we had come to the view that Merthyr Tydfil should be retained as a county borough. But the inclusion of Cefn Coed would have meant an increase of only about two thousand in the population, and the addition of other localities such as Bedlinog and Trelewis which adjoin the county borough on the east would still not have made any significant difference to the total.

859. Although the suggestion was not put to us by any authority, we also looked at the possibility of increasing the population by expansion of a more radical nature. Combining Merthyr Tydfil with Aberdare Urban District and Mountain Ash Urban District would give a total population of about 127,000, but the resulting area would be over forty thousand acres in extent. So extensive an area offers a strong presumption against forming a county borough through such a combination of authorities, and the mountain barrier between the Taff and

Cynon Valleys would be only one of a number of obstacles to the successful unification of the area. In the absence of any suggestion in favour of this measure from any quarter we did not feel justified in pursuing it.

SERVICES

860. We confine our observations to county services since the district services, such as housing and environmental health, will continue to be discharged locally, whether Merthyr Tydfil continues to be a county borough or not.

EDUCATION

861. Merthyr is one of the smallest county borough education authorities in England and Wales. In the inter-war years it had to live with harsh economic realities. Few places can have felt the depression of the thirties more keenly than Merthyr, where the grim choice between unemployment on the one hand or migration to a distant part of the country on the other confronted most families and particularly young people looking for their first employment after leaving school.

862. One of the consequences has been to develop Merthyr's enthusiasm for education to a degree which few communities can equal. Merthyr is justifiably proud of its education service, which, judged by such standards as we have felt able to employ, is unquestionably good, and, when looked at in the light of its scant financial resources, is indeed remarkable. Education is probably the best of all the services administered by this authority and it has also probably been the most favoured.

863. Grammar school education is generously provided for forty per cent of the children. It was very much in keeping with the local tradition that the grammar school at Quaker's Yard was founded despite the original opposition of the Board of Education. Merthyr was a pioneer in the school meals service which is well provided with supervisory staff. It is quite clear that the Education Authority has tried to make the best use of every opportunity which changes in national educational policy have presented. Merthyr was one of the first to institute a child guidance service. Its transport arrangements for schoolchildren are liberal and its award of scholarships for post-school full-time education has been on a generous scale. Merthyr was also quick to take advantage of the more favourable attitude on the part of post-war Government towards technical education and soon built an impressive first instalment of its College of Further Education.

864. Schools in Merthyr generally are small. This is due partly to the topography of the borough and partly to the deliberate policy of the authority to relate schools as far as practicable to homogeneous communities within the rather scattered population of the town. Classes too are small. Merthyr like many other parts of Wales has a strong local tradition of training for teaching. One of the consequences of this is the presence in the locality of many married women who are qualified teachers and this probably goes far to explain how, despite the acute national shortage of teachers, Merthyr has been able to prevent primary and secondary classes from exceeding forty and thirty pupils respectively. Whereas Wakefield, which in the number of school children is very

similar to Merthyr, employed 352 teachers in 1959-60, Merthyr employed 443.

865. Merthyr has also derived some benefits from its small size as an Education Authority. The service is more personal than is often the case. The Director of Education and the Borough Education Office are easily accessible to teachers, parents and pupils, and consultation between the Education Committee, the administrative staff, the organisers and advisers, and the teachers is easy.

866. There are however disadvantages, some, if not all, of which can be traced to the limitations which the small size of the authority imposes. The administrative and advisory services are not as specialised as in county boroughs of larger size and resources. The number of specialist officers is smaller and the role of those whom the authority is able to employ tends to be more than usually wide. The Director of Education, for example, besides being the chief administrative officer, advising the authority in formulating its educational policy, administering the education services in Merthyr, interpreting the policy of the Ministry of Education and of other policy making national bodies, is also an Inspector of Schools. This adds substantially to the scope of his duties which is far greater than that of most chief education officers. Nor is his effectiveness increased by the fact that he has no full-time professional colleague to deal with the exclusively administrative duties of the department. There is no Deputy or Assistant Education Officer.

867. Similarly the advisory service shows limitations which seem to flow from the very small size of the authority. There is no male organiser of physical education, no organiser of music, of drama, of arts and crafts, no specialist organiser for any particular aspect of secondary education, and no separate organiser for the youth service. Moreover the question is not only how to secure specialist advisers in sufficient numbers to constitute a comprehensive service, but also, after appointment, how to obtain the best results by keeping them fully occupied in their specialised work. This cannot be easy when the size of the authority is no larger than that of a typical divisional executive.

868. We were told that eighteen per cent of the students attending Merthyr Tydfil College of Further Education come from the three neighbouring areas. We would, however, expect that an even more effective integration of this major institution with the schools it could conveniently serve would be effected if the education service of Merthyr as a whole formed part of a larger unit.

869. As one would expect from the illustrations and descriptions given above, the cost of the Merthyr education service is high. In 1960-61 the expenditure per thousand of the population was £17,698 as compared with £15,062, the average for county boroughs in England and Wales. We would of course not wish to decry Merthyr's obvious enthusiasm for education, but we call attention to the financial implications of this because it has been our duty to consider the administrative pattern as a whole, and we cannot but wonder to what extent the generous standards of the education service have been achieved at the expense of other important services. Moreover, in view of the limited financial resources available to the county borough and the considerable capital developments which will continue to be necessary in education and other developing services, such a high rate of expenditure must in the long run prove a serious handicap, if indeed it has not already done so.

870. In Chapter 3 we have outlined the evolution of modern local authority health and welfare services. The approach to health and welfare has everywhere undergone a considerable change in recent years with a movement towards the positive outlook of modern social medicine. We have attempted to show how the service of the future will need an increasing range of specialist nursing and social workers. County boroughs are responsible for the same range of health and welfare functions as the counties, and in addition have responsibility for the environmental health services.

871. In Merthyr Tydfil County Borough the medical staff consisted, at the time of our visit, of the Medical Officer of Health and three full-time Assistants, much of whose time was spent on the school medical service. With such a small staff the scope for individual specialisation on particular aspects of the health service was very limited. The same difficulty applied to nursing and health visiting staff. In all there were eight health visitor/school nurses, seven midwives and eleven full-time and two part-time home nurses. All these were under the control of a Superintendent Nursing Officer, who also controlled the domestic help scheme.

872. Over the years the health statistics for Merthyr Tydfil must have caused the Council grave concern and, although there are very recent indications of improvement in certain directions, there is still a considerable amount of leeway to be made up. We recognise that the years of depression contributed to the difficulties of the area, but we should have expected that in such a situation, the authority would be making great efforts in the field of health and welfare and that, as a result, the expenditure per thousand population would have been above average. However, we were left with the impression that the health and welfare services in Merthyr received a lower priority than the education service. We found that Merthyr were, in fact, spending less on health services than comparable authorities. The actual figure for 1960-61 was £1,312 1s. 0d. per thousand population compared with an average for county boroughs of £1,415 13s. 0d.⁽¹⁾ We found the standards variable over different parts of the service, but in general it appeared to us that the effort devoted to those health and welfare functions which were merely permissive, such as the provision of domestic help and welfare services for the deaf and dumb or the generally handicapped, was slight and tardy.

873. We thought that the Welfare Department in particular suffered in this respect. The description of the head of the Department, under the Medical Officer of Health, as the 'Director of Welfare' is perhaps misleading as the officer concerned had had no formal training in social work. At the time we commenced our investigations the welfare service was largely confined to the care of old people; no scheme had been approved for the welfare of handicapped persons other than the blind. Schemes have now been made for the deaf and dumb and other handicapped persons and recently the Council have appointed a qualified Social Welfare Officer. The Welfare Department, however, bore little comparison with the standard set by a large authority such as Glamorgan County Council. The domestic help service was on a very limited basis and in

¹ *Local Health Services Statistics 1960-61* (S.O.C.T./I.M.T.A.).

1960-61 the Council spent little more than one-third of the county borough average on this service. Help seemed in practice to be confined largely to old people and the chronic sick, and the number of cases aided was low by comparison with other areas. We have seen for ourselves how valuable is a properly organised service of this sort in enabling old people to remain for as long as possible in their own homes. An extension of the service in Merthyr might enable the County Borough Council to avoid increasing its provision of residential accommodation for old people. Properly used in maternity cases too, it would have a beneficial effect upon the health of both mothers and children.

874. On the other hand, expenditure on the ambulance service per thousand population for 1960-61 was thirty-six per cent in excess of the county borough average⁽¹⁾. We think it is uneconomical for an authority of the size of Merthyr Tydfil County Borough to be providing its own service; the necessary provision could be made more effectively and economically by Glamorgan County Council.

875. Merthyr Tydfil County Borough Council have started to tackle their mental health problems by appointing a mental health worker and providing some training centre accommodation; but to provide a comprehensive mental health service for a population as small as that of Merthyr Tydfil is, we think, an impracticable task. The service's needs in staff and accommodation are so varied that, to be fully effective, it must be organised on a much wider basis.

CHILD CARE

876. The Children's Department is one where the personal qualities of the chief officer are particularly important; a devoted Children's Officer with a real aptitude for the work can do much to overcome limitations in the way of facilities and of supporting staff. In Merthyr Tydfil the staff suffer from limitations imposed by the small size of the population and consequent smallness of the number of children in care which during 1960-61 averaged only ninety-three. With such small numbers there are difficulties in providing a complete team of professionally qualified officers—nor would such a team be fully occupied. When we commenced our review there was only a single child care officer to assist the Children's Officer, and for a period the latter was working single-handed; for eight months the post of child care officer was vacant and it was advertised four times before an appointment could be made. In September, 1960 a family case worker (male) was also appointed. Even so, the size of the staff was only barely enough to permit of the advantages of team work which were outlined in paragraph 71. We were reminded of certain evidence given by the Home Office to another Commission on this question: 'Some of the small county boroughs have found great difficulty in recruiting and retaining trained staff of adequate quality for their child care work'⁽²⁾.

877. Another disadvantage of a small authority is that it is not easily possible for it to provide accommodation in such variety as to include a properly-staffed reception home and a selection of children's homes and family group homes, so that the individual needs of all the children who require such accommodation can be most suitably met.

¹ *Local Health Services Statistics 1960-61* (S.O.C.T./I.M.T.A.).

² Royal Commission on Local Government in Greater London: *Memoranda of Evidence from Government Departments*, page 90. H.M.S.O.

878. We reached the conclusion that the interests of the children in care would best be served by including Merthyr within a larger unit.

TOWN AND COUNTRY PLANNING

879. In planning matters the characteristics of the Merthyr area have much in common with those of the other industrial valleys of Glamorgan. If anything, the town's planning problems are more acute because of the age of many of the buildings and the need for considerable redevelopment.

880. At the time when we visited the authority we found that the Planning Department was associated with the Engineer's Department. Such a combination, whilst not ideal, can, it is true, be paralleled in many county boroughs and even a few counties, but in Merthyr the chief officer of the combined departments was also the Waterworks Engineer. What was even less satisfactory was that there was little differentiation of function at lower levels; those officers responsible for work in connection with planning also had extensive non-planning duties. The effective control of day-to-day planning was in the hands of a Chief Town Planning Assistant (A.P.T.V. grade) and three unqualified assistants; two of the three assistants had extensive duties outside the field of planning and in fact no single officer was entirely free of extraneous duties. Thus much of the time of the staff of the Planning Department was actually occupied with other duties, for example, street-lighting schemes. No member of the department appeared to have qualifications specifically in town planning, although the senior members had qualifications in municipal or civil engineering.

881. We were in no doubt that more effective machinery would be provided if planning were dealt with by the Planning Department of the administrative county, and that the county would be able to discharge planning functions at this higher standard more cheaply than would be possible for the county borough.

POLICE

882. In view of the powers of the Home Secretary to bring about the amalgamation of the police force of a county borough with a population below one hundred thousand, and of the setting up of the Royal Commission on the Police in January, 1960, we did not think that it was necessary for us to consider the question of the effectiveness of the police force in Merthyr Tydfil. We content ourselves with recording that the actual strength of the force at the 31st December, 1961 was 118, and that at that date only five borough police forces were of smaller size.

883. In May, 1962, after our Draft Proposals had appeared, the Royal Commission published their report¹; their view was that police forces numbering less than two hundred suffered considerable handicaps, that the retention of forces under 350 in strength was justified only in special circumstances and that the optimum size of a force was at least five hundred. If these views are endorsed and translated into action by the Government, the county borough would appear to have little hope of retaining its separate police force.

FIRE

884. We have referred in paragraph 76 to the advantages of large units for the effective organisation of the fire service. Our predecessors, the Local Government Boundary Commission, pointed out that continuous and detailed control

¹ *Final Report of the Royal Commission on the Police*. Paragraph 280 (Cmd. 1728). H.M.S.O.

by members of local authorities was not required and thus the main argument in favour of small authorities was not valid in this instance. They went on to say: 'Unnecessary administrative boundaries, such as would result from the larger towns being autonomous "island" fire authorities, are in this service open to particular objection. Fire brigades often have to operate at considerable distances from headquarters, and operational and administrative areas should, so far as practicable, be made to coincide. There is in our view everything (including cheaper administration) to be gained by the county council . . . planning the service as a whole for town and country alike'¹. We agree, and we think that there is nothing to be said in favour of the continuance of the fire brigade in Merthyr as a separate entity. At the 31st December, 1960 the actual strength of the brigade (whole-time) was only thirty-one, the lowest figure for a county borough in England or Wales.

885. Merthyr was one of the relatively few county boroughs employing part-time personnel and the number so employed (thirty-one) was exceeded in only one other case.

886. We have felt it necessary to point out certain deficiencies in the services provided in Merthyr. We wish to make it clear that we do not attribute blame either to the Council or to any other person or body for this state of affairs, which with Merthyr's population and resources seems inevitable. The truth is that the Council face this dilemma: if they are to live within their resources they cannot provide services of the standard to which their people are entitled; if they attempt to provide services of the requisite standard they can only do so—if at all, for the attempt in so small an authority as Merthyr may well not be successful—by imposing an oppressive burden upon the inhabitants of the town and by the wasteful duplication of services which can be provided more easily and more effectively from other sources.

FINANCE

887. One of the factors which we are required to take into account when holding a review is 'financial resources measured in relation to financial need' (regulation 7(d), the Local Government Commission Regulations 1958).

888. An examination of the figures relating to Merthyr Tydfil shows that the rateable value per head of population (£7 15s. 0d. in April, 1961) is the lowest for any county borough in England and Wales. It is not surprising, therefore, that the percentage of rate deficiency grant payable is, at 52.54 per cent², by far the highest for that type of authority; the next highest rate of grant for a county borough is 38.24 per cent².

889. It is true that the effect of the rate deficiency grant system is that financial resources per head of population are brought up to a standard level. For several reasons, however, this attribute of the grant system does not satisfy all the requirements of an authority with the characteristics of Merthyr Tydfil. While the grant system deals with deficiencies in the amount of resources, it does not at the same time provide a complete remedy for high costs. There are factors

¹ *Local Government Boundary Commission: 1947 Report*. Paragraph 43 (7).

² Second estimate for 1961-62.

peculiar to Merthyr Tydfil, such as small size, topography and declining population which undoubtedly raise costs per head above the average; in addition, as we say elsewhere, in certain spheres Merthyr's circumstances and vicissitudes during the years of depression have created a situation which calls for the expenditure of far more money per head of population than is needed in most areas, if amenities and services are to be brought up to an adequate standard. We appreciate why expenditure per head is higher in Merthyr than in other county boroughs, but we must recognise that the deficiency grant system is not designed to discriminate in favour of areas with problems of this kind; it has no mechanism whereby the higher costs can be entirely offset¹, and thus the end result is a rate poundage which is much higher than the average. There are, of course, weightings for needs in the general grant and a rate product deduction factor which also equalises rateable resources to some extent. Merthyr Tydfil as a result gets some assistance from a higher than average net grant per head of population.

890. A second and equally important consideration is the question of the small absolute volume of resources, as distinct from the low level of resources per head of population. The total rateable value of the eighty-three county boroughs in England and Wales (April, 1961) gives an average for each such authority of £2,509,764, as compared with Merthyr Tydfil's figure of £457,362. Thus the rateable base in Merthyr Tydfil was less than one-fifth of that of the average county borough. Although rate deficiency grant is designed to equalise the rateable resources per head of all the authorities qualified to receive it, that does not mean that all such authorities, however small, have the resources to administer a complete range of county services. In the case of the small authority proportionately more money is absorbed in 'overheads' such as staff salaries and other costs which do not vary in proportion to the population served. Furthermore, in respect of many services the minimum unit of provision is large and expensive; for example, a single school might cost a very large sum to build and equip and although the cost would be spread over a period of years by means of a loan, the additional annual burden in the case of a small authority could be substantial. Thus we feel that, despite the knowledge that rate deficiency grant would be payable, because of the cost there will inevitably be a tendency to postpone projects and a disinclination to embark on new enterprises.

891. The small authority is at a disadvantage in other respects also. For example, the large authority is able to save considerable sums over a period of years by financing some capital schemes from revenue, thus saving the interest charges on loans. Such a policy has been followed for many years by Glamorgan County Council, but for Merthyr, with a penny rate product of only £1,770, it would be possible only to a very limited extent and loans must therefore be raised for all but the smallest schemes.

892. Our conclusion was that, even with the benefit of all the grants which are payable at the present time, the Borough Council's resources would be subject to a severe strain if the area, continuing as an independent unit, were to attempt the development of those county services where its standards are not as high as they might and ought to be. Necessary improvements in district services, for

¹ 'Sparsity weighting' does not apply to rate deficiency calculations in respect of county boroughs.

example, the new sewerage and sewage disposal works and various slum clearance and redevelopment schemes, would make the strain even more severe. The County Borough Council's own estimate of their capital needs over the next ten years was £10 million which, even allowing for rate deficiency grant, would mean an increase in the rate poundage of 8s. 5d. in the pound. The authority, faced with increases in rate poundage of this order on top of an existing high figure, would be under heavy pressure to do no more than the minimum in an effort to keep the rate poundage at an acceptable level. But the result would be that the quality of services would fall behind the standard set by the best authorities.

893. The rate poundage levied in Merthyr (1962-63) is 28s. 6d. in the pound, and at that level is the highest rate imposed by a county borough in England and Wales. Merthyr has consistently occupied a place at or near the head of this list for many years. It is true that, because of low rateable values, the actual sums paid in rates are not large by national standards. We have said, however, in connection with the counties (paragraph 330) that the rate poundage is of importance, if only for psychological reasons; because of the public resistance to high rate poundages we feel that there will be less chance of the introduction of improved standards in areas where these poundages are high than there would be elsewhere.

894. It should, too, not be overlooked that Merthyr's high rate poundages have been determined after taking account of rate deficiency grants at a percentage level much in excess of that which is customary for county boroughs. We have been told by authorities receiving a high percentage rate of grant that this is not a matter with which they should reproach themselves; they point out that the grants are designed to bring resources to a standard level and thus enable services of standard quality to be given. We do not quarrel with that view, but we must again point out that we have been directed to take account of 'the extent to which the size and distribution of population and rateable value . . . provide adequate resources . . . for the efficient and economical discharge . . . of all the functions exercisable by the local authorities concerned.' (regulation 5 of the Local Government Commission Regulations 1958). Our concern is not with grants which are high but with resources which are low.

895. We concluded that the resources of Merthyr Tydfil County Borough were overstrained and that, relieved of its county functions, it would be able to fulfil its remaining functions more effectively.

SIZE AND SHAPE

896. Another factor which we are required to take into account in connection with our review is the 'size and shape of the areas of local government'.

897. Merthyr Tydfil is the fifth smallest county borough in England and Wales from the standpoint of population, but in area it ranks as the twelfth largest. The county borough, in fact, has the lowest density of all the eighty-three county boroughs; there are only 3.3 persons per acre in the authority's area, as compared with an average density of 15.0 persons per acre for all county boroughs (figures based on the 1961 census). In fact Merthyr is one of three county boroughs

which receive a supplementary grant in respect of sparsity of population under the general grant formula⁽¹⁾.

898. Parts of the area of the county borough are at a high altitude (rising to 1,600 feet in places), and the Council have stated that existing and future developments will be contained within about a third of the total area. But even in its developed areas Merthyr Tydfil exhibits few of the characteristics of the typical county borough.

899. Whereas the normal county borough has a single focus, Merthyr consists of a series of settlements, some of them as much rural as urban in nature, stretching down the Taff Valley; some of these settlements are no more than ribbon development of little depth. Usually in a county borough the town centre is the magnet for most business, social and cultural activities, but in the case of some of the settlements in the southernmost area of Merthyr Tydfil such as Quaker's Yard and Treharris, Pontypridd is nearer and more convenient. It is doubtful whether there is any strong community of interest between the Merthyr town area and those outlying parts of the borough; indeed, we understood that these southern communities regard themselves as being to a great extent separate entities, and at one of our meetings a representative of the County Borough Council described the southern part as a string of villages which were almost isolated communities, adding that although a county borough, Merthyr was in some senses a rural area.

900. It has been contended that we should not deprive Merthyr Tydfil of the benefits of the one-tier system of local government. We do not intend to argue about the relative merits of single-tier administration on the one hand and two or three-tier administration on the other. Each has a part to play in the present local government structure and for the vast majority of ratepayers the quality of service counts for more than the system under which it is supplied. The all-purpose authority is considered the most appropriate for densely populated areas of substantial population, but the Merthyr Tydfil County Borough area, taken in its entirety, does not demonstrate the compactness which is normally associated with the all-purpose authority and which is the prime argument for the adoption of that form of local government.

DRAFT PROPOSALS

901. For the reasons set out in the foregoing paragraphs we reached the conclusion when framing our Draft Proposals that in the interests of effective and convenient local government the county borough of Merthyr Tydfil should not retain its present status and should become part of the administrative county of Glamorgan.

902. In retrospect it is clear that, almost throughout its existence as a town and certainly during the present century, Merthyr Tydfil has been faced with peculiar difficulties. These have arisen because of its geographical position and characteristics; its reliance for so many years on one or two basic industries with the lack of balanced economic growth which that implies; a failure to develop as a regional centre, or even to attract a reasonable proportion of private

¹ For purposes of this supplementary grant, sparsity is measured by population per mile of road and not per acre.

housing development of the better type, and by these means to bring the rateable resources to a more satisfactory level; and, as the inevitable consequence of these factors, the failure to hold a level of population which would have left the town's future as a county borough in less doubt.

903. Whatever relative weight was given to these individual causes, the total effect seemed to us to be indisputable: the county borough has too small a population to enable the essential county services to be provided really effectively and economically; even less is there a necessary margin of resources to allow for growth and development. With the inevitable expansion of existing services and the conferment of new functions on county boroughs Merthyr Tydfil's inability to carry out all the duties imposed on it would, we feared, become even more apparent.

REACTIONS TO DRAFT PROPOSALS

904. The County Borough Council and a number of organisations and individuals in the borough made written representations to us in which they reacted strongly against our Draft Proposal. We met the representatives of the Council and of these organisations at a statutory conference at Merthyr on the 15th November, 1961. Subsequently we received further written representations from the Council.

905. The County Borough Council extolled the virtues of single-tier administration for a town like Merthyr where, as a result of fifty years' experience, a considerable body of knowledge concerning the needs of the area and the desires of the ratepayers had been built up.

906. The Council thought that the future industrial prospects of the town were good and that an increase of population could be expected. They expressed themselves as satisfied that they had sufficient population and resources to operate successfully as a county borough. They claimed that, in general, administration was cheaper in county boroughs with populations below one hundred thousand than in those with populations above those figures.

907. They thought that their health and welfare services would bear comparison with those of any other authority. They claimed to be the first authority in Wales to carry out tuberculin tests and X-rays of children and to insist that teachers should be X-rayed before employment. They said that they were pioneers in the setting up of a comprehensive child guidance clinic. Their infant mortality rate was admittedly still unsatisfactory, but it had been halved since 1934 and was no higher than in surrounding districts of the administrative county.

908. The Council were proud, too, of their education service which had produced many outstanding successes. They had struggled to give a good service even during the worst period of economic depression, and they did not see why they should be deprived of responsibility for the service now that economic circumstances were much easier. They were perfectly satisfied with the education advisory services they were able to supply and the quality of education was not suffering for lack of these services. Education costs in Merthyr were higher than in the average county borough, but they considered that they were giving a better than average service. Much of the increase above average could be

accounted for by teachers' salaries. Merthyr was in the fortunate position of having available plenty of teachers and they could therefore reduce the pupil/teacher ratio to a level which many other education authorities envied.

909. It was true that Merthyr had a substantial slum clearance problem, but they thought that the back of it could be broken within the next fifteen to twenty years. They were anxious, too, to make progress with their large sewerage scheme.

910. The Council thought that we were paying too much attention to the factors of size and resources. They argued also that the same population standards should not apply in Wales as in England.

911. On the question of resources, the important consideration was that by means of general grant and rate deficiency grant the borough's level of resources was brought up to average. They regarded these grants not as acts of grace on the part of the Government but the legitimate income of the Council. The rate poundage in Merthyr might increase substantially as a result of their capital programme for the next ten years or so, but they considered that the important point was not the level of the rate poundage but the amounts ratepayers were actually paying. In this connection the amount paid per head of population in Merthyr in 1961-62 was estimated to be £10 4s. 5d. while the average for all county boroughs was £15 12s. 8d.

912. The Council believed that almost all the inhabitants of the county borough wanted the town to retain its independent status and a petition against the Draft Proposal had attracted the signatures of 29,951 persons, representing 71.8 per cent of the electorate.

913. The Borough Council received support from the Member of Parliament for Merthyr¹ and from a number of social and trade organisations in the borough. We were left in no doubt of the pride in the town felt by its citizens. The representative of the Free Churches pleaded that since the town, as a county borough, had served the people well in the adversity of the past it should be given the opportunity to serve them equally as well in the prosperity which was now being enjoyed.

914. Representatives of the main teachers' organisations were well satisfied with the education service in the area and the way in which the teachers' views were taken into account in deciding matters of policy. The fact that the Director of Education was so readily accessible was a great advantage which would be lost if Merthyr were absorbed into the area of the Glamorgan Education Authority.

915. The representative of Plaid Cymru opposed the Draft Proposal on the ground that as a special Commission had been set up in Wales to deal with specifically Welsh factors, the same criteria should not be applied to counties and county boroughs in Wales as to similar areas in England.

916. Glamorgan County Council laid no claim to Merthyr County Borough, but they said that if the Draft Proposal came into effect they were satisfied that they could give Merthyr services of a high standard in all fields.

¹ Speaking as representative of the Merthyr Tydfil Trades Council and Labour Party.

917. Breconshire County Council had no representations to make on the status of Merthyr, but they opposed any suggestion of bringing Cefn Coed within the borough.

FINAL PROPOSALS

918. We have considered the matter of Merthyr Tydfil's status again in the light of the representations made to us. We remain convinced that Merthyr Tydfil is too small in population and has too few resources to carry out as they should be carried out the increasing range of county borough functions, and that it should form part of the administrative county of Glamorgan. We appreciate that our recommendation will arouse keen disappointment in Merthyr, whose inhabitants are against any change of status. Some of the representations made to us were framed as though Merthyr Tydfil's Charter of Incorporation was under threat of removal. This is not so. The effect of our proposal would be to transfer responsibility for some functions to Glamorgan County Council; but Merthyr Tydfil would still have the status of a municipal borough and would remain responsible for district functions.

919. We have said earlier that our investigation has taken place in very different circumstances from those obtaining at the time of the Royal Commission. Our review is part of a general movement of local government reform, and Merthyr is not being singled out, as it felt it was in 1935. It is no part of our case to prove that there has been maladministration in any local government area; indeed we are satisfied that in many of its services Merthyr has made the best use of the resources at its disposal. What we are saying is that, in an authority with so small a population as Merthyr's and with so few resources, the conditions for effective all-purpose local government do not exist. We think that for too many of its services, especially the personal services, the future needs in specialist officers and in variety of institutions could not be met. We think that the interests of the people of Merthyr would be best served if the Council were relieved of their county functions and thus enabled to concentrate their efforts upon their district functions. We have mentioned earlier the formidable problems which remain in this field, but we think it worth while to mention them again. In slum clearance it was estimated in 1955 that 2,827 houses were unfit and that 1,259 would be dealt with in the first five years. In the event only about 500 had been dealt with by 1961. At this rate, and with further houses falling into decay as the years pass, this is much more than a twenty years' problem. The two major drainage problems—the culverting of Morlais Brook and the replacement of the sewage disposal works—have been talked about for upwards of ten years. There may be valid reasons why the schemes have not been started, but one of the factors involved has been the strain which they would impose on Merthyr's resources. Estimates, which are now some years out of date, put the combined cost at well over £2 million—a substantial sum for an authority of Merthyr's size and one which would undoubtedly have repercussions on other services.

920. Our recommendation is, then, that Merthyr Tydfil should lose its present status as a county borough and be merged with the administrative county of Glamorgan. If our recommendation on Merthyr Tydfil's status is accepted it will be for the reconstituted Glamorgan County Council to consider, as part of the second stage of the review, the appropriate size and shape of the borough.

921. We have made, in paragraphs 583 and 636, our recommendations for the alteration of the Glamorgan boundary both to the north and east of the present Merthyr boundary. If these are adopted the north-eastern part of Glamorgan will need to be looked at as a whole at the county review stage. We have no wish to fetter Glamorgan County Council in this respect and we therefore make no proposals for the exact boundary of Merthyr as a non-county borough. It is true that the Borough Council have claimed that minor boundary extensions would suffice to bring the population up to an acceptable level, but even if such places as Cefn Coed, Bedlinog and Trelewis were all brought within the borough, its population would still only be of the order of sixty-five thousand which in our view would be too small for county borough status. To go beyond these limits in order to seek additional population would create an area even less suitable for county borough status than Merthyr Tydfil County Borough's present area.

922. If the population of the reconstituted Merthyr Borough is less than sixty thousand it will not be able to claim, as of right, the limited delegated powers in such matters as education, health and welfare and town and country planning. We venture to express the hope that if such a situation should arise, the Ministers concerned will feel able to grant Merthyr a substantial degree of delegation and so avoid a situation in which there would be, for certain services, an abrupt transition from full autonomy to entire absence of local control.

923. Whatever view is taken of our proposal by the inhabitants of Merthyr Tydfil, we hope that they will believe that the decision was not one which we took lightly. We know that the proposal is one of the major recommendations we have put forward for Wales and it will certainly not be the least controversial. Nevertheless we are in no doubt that our recommendation is right.

924. At the statutory conference, much stress was laid on our appointment as a separate Commission for Wales. We have sometimes been reminded of our origins in terms which seemed to suggest that any consideration that applied to England should *ipso facto* be rejected by us. We do not accept so extravagant an interpretation. It will be seen from the opening Chapter of our Report that we feel that we should be alert for any distinctive factors which require us to differentiate between the treatment which is appropriate to Wales as compared with England. We found no such factors in Merthyr. Indeed, nothing at Merthyr appeared to us more significant than its long valleys flanked by steep hills, a natural feature which is so prevalent in the upper regions of Glamorgan and west Monmouthshire but which is no more conducive in Wales than in England to the survival and steady growth of a flourishing county borough.

925. It is said that by our proposal we are advocating the destruction of fifty years of experience in truly local government and the loyalties which have arisen during that time. Surely, however, the only attitude which can rightly be adopted at a time when our society is so rapidly changing is a readiness to believe that what was right in 1908 may not necessarily be right today.

926. As regards the effect of our proposal on the administrative county, we are satisfied that the size and resources of the county of Glamorgan are such that any temporary burden resulting from the transfer of functions can be readily absorbed, and that in the long term the advantages of the change will become apparent in the county area as well as in Merthyr Tydfil itself.

927. If our recommendation with regard to the status of Merthyr Tydfil is accepted, Merthyr Tydfil will become a part of the administrative county of Glamorgan and the ratepayers will pay, in the same way as all the other Glamorgan ratepayers, the county precept in addition to a rate for local services. It is not possible for us to estimate with any accuracy the effect of the proposed change upon the county borough's rate poundage. There can be no reasonable doubt, however, that in many departments the people of Merthyr will enjoy a higher standard of service than they receive at present and that in the relatively few departments in which there may be no improvement the cost will be no higher. Merthyr will, in fact, get better value for money expended.

Chapter 14. Rhondda

DESCRIPTION

928. The Borough of Rhondda, lying towards the north of Glamorgan, consists of two river valleys, the Rhondda Fawr and the Rhondda Fach, which converge at the town of Porth. The valley of the Rhondda Fawr is about ten miles long, that of the Rhondda Fach about seven miles. From Porth the combined Rhondda river flows for four miles to Pontypridd and there empties into the Taff; the borough, however, extends only as far south as Trehafod, about $1\frac{1}{2}$ miles below Porth.

929. Both of the valleys are steep-sided and very narrow, with the surrounding hills rising to over 1,900 feet at the heads of the valleys. Much of the area is too steep for building, but development in varying degree is practically continuous along the floor of the valleys.

930. The predecessor of the present-day borough was the Ystradyfodwg Urban District which changed its name to the Rhondda Urban District in 1897. The urban district was incorporated as a municipal borough in 1955.

931. The growth of the Rhondda has been due to a single commodity—coal. The first coal shaft was sunk about 1812, but the really intensive development of these valleys did not commence until the second half of the nineteenth century. In 1856, the total coal production in the Rhondda Valleys was 205,000 tons; this had grown to 2,071,000 tons in 1874. At the peak of activity, in 1913, the figure had risen to 9,611,000 tons. As new pits were sunk, so the Rhondda became a magnet drawing people from the rest of Glamorgan, as well as from many other counties of England and Wales. In the fifty years between 1851 and 1901, the population increased more than a hundredfold to reach 113,735, and it continued to rise until it reached its peak of 167,900 in 1924.

932. This spectacular growth was followed by a rapid decline, due to the depression in the coal industry; by 1939 coal production had dropped to under one-third of the 1913 level; unemployment increased throughout the 1920's and in 1932 as many as 51.4 per cent of the insurable population were out of work. As a result, there was considerable migration from the area; by 1931 the population had fallen to 141,346.

933. With the decline of coal-mining as a source of employment, attempts were made to attract new industries to the area under the provisions of the Special Areas Act 1934. The Treforest Trading Estate, designed to draw its labour

supply from the mining areas, was established in 1936 and two factories had been completed within the Rhondda Urban District by 1939. Following upon the Distribution of Industry Act 1945, more factories were established either in the Rhondda area itself or within daily travelling distance, and unemployment in recent years has been much nearer to the national average than during the worst period of the depression. The comparative figures⁽¹⁾ for the Rhondda Employment Exchange Area for 1932 and during the past few years are as follows:—

	1932 (July)	1957	1958	1959	1960	1961	1962
Rhondda ..	51.4	4.3	5.5	5.6	4.4	3.7	4.9
Wales ..	39.0	2.1	3.7	3.4	2.3	2.1	2.6
Gt. Britain ..	22.6	1.2	2.0	1.9	1.4	1.2	1.8

934. The creation of factory jobs has lessened the dependence of the workers on the mines, but even so thirty-six per cent of the total insured population (fifty per cent of the male insured population) were engaged in coal-mining in 1960.

935. The population given in the preliminary report on the 1961 census was 100,314 and the rateable value (April, 1961) was about £626,000.

THE PROBLEM OF STATUS

936. The Rhondda Borough Council proposed that their area should be constituted a county borough, and also that some minor alterations of their boundary should be made. Their claim was opposed by the Glamorgan County Council.

937. The Borough Council based their case largely on the general arguments in favour of all-purpose county borough administration, as against the two-tier administration now in operation in their area. We do not think it necessary to discuss here the relative merits of these forms of local government and we need only consider whether the Rhondda area satisfies the conditions for county borough status.

938. In paragraphs 659-663 we have dealt with the general considerations applying to the grant of county borough status. We proceed to consider Rhondda Borough Council's claim under the heads of population, services and other factors.

POPULATION

939. When we commenced our review, the latest estimate of the borough's population (June, 1958) was 106,400 and thus on the face of it we could have assumed that the population criterion which is mentioned in section 34 of the Act of 1958 was satisfied. We have, however, to consider not only the present population, but the probable population some years ahead.

940. The Borough Council thought that the present decline would soon be arrested and that the population would stabilise itself at around one hundred thousand. They based their view on the present relative prosperity of the area and on what they considered to be the favourable prospects of attracting new industry. Another factor which they claimed would tend to reduce outward

¹ Except where otherwise stated the figures, which represent the percentages of the total insured population who were unemployed, are for June of each year.

migration was that over sixty per cent of the dwellings in the area were owner-occupied.

941. Glamorgan County Council expressed the view that the 1971 population of Rhondda Borough would be substantially less than one hundred thousand. They pointed out that employment was still heavily dependent upon the coal industry, which was declining. Although some new industry had been attracted to the Rhondda, this, the County Council maintained, had almost all been done by means of special inducements and the area as a whole was not attractive to industrialists. It had suffered, over a long period, a volume of unemployment substantially above the average and the position would be even more serious if a large number of residents did not travel outside the borough to work. These were conditions that favoured outward migration.

942. The County Council considered, too, that the Rhondda's ability to retain its existing population or to attract newcomers would be seriously affected by the lack of facilities and amenities which were normally to be found in large towns. In addition, many of the houses were reaching the end of their useful life and, at the time of the 1951 census, eighty-three per cent of Rhondda households had no exclusive use of a fixed bath. Sites for new houses were difficult to find and there was a general shortage of flat land for all purposes.

943. The County Council summed up their conclusions in the words 'it can confidently be said that because of the unstable and declining economy of the Rhondda and because it is unable to provide within its own limits the services necessary for modern standards of living, the population of the Rhondda will continue to decline for the foreseeable future'.

944. At the time when we were formulating our Draft Proposals, it appeared that the declining population level of the borough still had some way to go before reaching the critical point of one hundred thousand. Nevertheless, we were satisfied that the decline was likely to continue and that the population graph would level out at a figure substantially below one hundred thousand. The downward trend has continued for nearly forty years and can clearly be related to one dominant factor, the reduced production of coal. With the present policy of the closure of uneconomic pits, we cannot be sure that even the present number of miners will continue to be employed in the Rhondda area and some further outward migration might well take place on this account.

945. The probable future of the mining industry might be a question of less relevance to our task if the industrial structure of the borough were more diversified. In fact, however, mining employment is still dominant and difficulty is still being experienced in attracting new industries. We have seen obvious signs that the future of industry in South Wales lies more on the coast than in the inland areas, and districts such as the Rhondda will face increasing competition from coastal areas for such new industry as wishes to move into South Wales. It seemed to us, as it did to the Glamorgan County Council, that industry has not in the past come to the Rhondda save as a result of exceptional measures on the part of Government, and we do not see the promise of vitality and growth which we have observed in some of the towns on the coast.

946. We felt bound to agree with Glamorgan County Council that a population much above the existing one could not be housed in the borough area in living

conditions or with public amenities which modern standards require. The following extract from the County Council's *Report of Survey*⁽¹⁾, prepared in association with the development plan, is intended to refer to the coalfield settlements in general, but we feel that it is particularly true of the Rhondda:—

'Usually the settlements could be no more than strings of dwellings—ranged terrace upon terrace on the mountainside and looking down on the pitheads of the valley bottoms. There could be no real town-centre, and the limited amount of flat land was coveted for housing, so that little room was left for the development of amenities. The importance of aspect was completely disregarded and, as most of the valleys run in a south-easterly or south-westerly direction, the houses built on the one side were doomed forever to a limited amount of sunshine and to cold northerly winds . . .

947. It has been admitted by all concerned, including the Borough Council, that there was much overcrowding when the population was at its peak. With increasingly higher standards, both as regards occupancy rates of houses and the provision of land for schools, parks and amenities generally, the borough of the future would have difficulty in accommodating as many as one hundred thousand people, even if economic conditions were such as to attract a population of that size.

948. It has already been mentioned that the Borough Council accompanied their request for enhanced status by a claim for minor boundary alterations. The details of that claim are given in Appendix VIII. The effect of the Council's proposals would have been to increase the borough's population by only about two thousand and our views as to the borough's eventual population level would not have been significantly altered by taking the claim into account.

949. Our view was that by the middle 1970's the population of the borough would be appreciably less than one hundred thousand, and that was the opinion we expressed in our Draft Proposals.

SERVICES

950. In their original claim, the Borough Council devoted the greater proportion of their space to a survey of the county services and of the ways in which, in their view, they could be improved if taken over. We proceed, therefore, to consider the more important of the services which would be affected by a change of the borough's status.

EDUCATION

951. The borough is an 'excepted district' (the only one in Wales) for purposes of the Education Act 1944. Under the agreed scheme of delegation, the day-to-day control of primary and secondary education in the borough is largely in the hands of the Borough Council, although in some cases they must consult with the County Council or adhere to a scheme covering the county as a whole; larger policy issues are decided by the County Council. Duties in connection with further education are delegated only to a limited degree. Prior to the Education Act 1944 the Rhondda had been for all practical purposes an independent local education authority, and the loss of this independence is still felt, more especially as the area had always claimed to be progressive in matters of education.

¹ Area No. 2 *Report of Survey* (Vol. I). Paragraph 211.

952. Basically the Borough Council's claim is that an authority of Rhondda's size and record of administration should have a much larger say in educational policy than at present. The Council pointed out that, with a College of Further Education, six grammar schools, eighteen secondary modern schools and sixty-six primary schools, and a school population of 19,071 (1st March, 1959), the borough would be a sufficiently large unit for effective educational administration; their adult and school populations were in fact larger than those of nine of the seventeen education authorities in Wales.

953. The fundamental fault of the existing system of delegation was, they argued, the retention of financial control by the County Council, so that in reality the borough had only the semblance of independence. Whilst admitting generosity of treatment in many respects, the Borough Council complained that they were bound, like all the rest of the divisional executives, by County Council regulations and scales: they quoted, as examples of matters over which they themselves wished to exercise control, the special allowances to teachers under the Burnham award and the income scales for maintenance allowances for older pupils and for free meals. It was felt that in many cases a variation in practice would have been appropriate for the Rhondda. They desired complete autonomy in the formulation of policy, subject only to control by the Ministry of Education. Under present arrangements the Council had no access to the Ministry and thus had no opportunity to bring their special interests to the Ministry's attention. County borough status would, too, enable the Council to become a member of the Welsh Joint Education Committee and other bodies, and thus to have a voice in the discussion of broad education policy. They desired more control over further education than was permitted under the delegation scheme, and they wished to participate in the fields from which they were now entirely excluded, for example, the youth employment service and the scheme for assisting students at universities and colleges.

954. The County Council did not accept the criticisms of the working of the delegation agreement. They claimed that the Borough Council had substantial local control in educational matters and that the degree of delegation was greater for Rhondda Borough than for any other area in the county.

955. Here again, it is not necessary for us to take sides. As recently as 1958, Parliament decided that the system of delegation still had an important part to play in educational administration. The Local Government Act 1958 ensured that the present system of divisional administration should continue and even made provision for the consideration of fresh applications for the status of 'excepted district'. We see no reason why, given good will on both sides, the 'excepted district' relationship should not work satisfactorily. Any imperfections there might be in the working of the delegation system in the Rhondda were not, we felt, necessarily evidence of a weakness in the system itself. What we had to consider was whether there was a case for preferring an independent education authority in the Rhondda to a properly working system of delegation.

956. We have already made it clear that in our view there is in general a limit of size below which it becomes progressively more difficult to provide a full and effective education service. The provision of further education and also the supply of a range of highly qualified staff such as administrative officers and organisers were, we suggested, matters where the difficulties would be most

acute, but other factors were mentioned. We think that all these factors are equally as relevant to county boroughs as they are to counties, and the appropriate minimum size would be of much the same order. On that ground alone, therefore, we should prefer to see the education service in the Rhondda organised as it is at present rather than to recommend the establishment of an independent authority.

957. We fully appreciate and understand the desire of the Rhondda Borough Council to enjoy full responsibility and discretion in such matters as special allowances to teachers under the Burnham Reports, maintenance allowances to parents in respect of their children, scales of income for determining eligibility for free meals, and awards to students proceeding to universities. It is important, however, that there should be a reasonable degree of uniformity in the exercise of such functions. In this connection we think it significant that Parliament recently (by the Education Act 1962) empowered the Minister of Education to prescribe conditions for making awards to certain university students to which all education authorities must conform.

958. We think that Rhondda Borough Council would be unable to provide the range of advisory services in the variety now employed by Glamorgan County Council. It is true that the Borough Council do not make use of these services at present even though they are available to them. We regret this; indeed we think that it may well be an instance where the desire for independence is doing positive harm.

959. In the wider spheres of further education and youth employment, we think that Rhondda Borough is not large enough to provide a service equal to that of the County Council, let alone improve on it.

960. We could not ignore either the question of resources; we felt it to be extremely doubtful whether an independent education authority could provide the same high standard of service as economically as the County Council.

HEALTH AND WELFARE

961. Just as the Rhondda Borough is a largely self-contained unit within Glamorgan's divisional administration for education, so also, at the time we commenced our investigations, the borough area formed one of the nine health divisions into which the county was divided. The local medical officer had a three-fold appointment. As Medical Officer of Health for the borough he was responsible for all environmental health matters; as Divisional Medical Officer of the County Council, he supervised the day-to-day administration of certain personal health services; as District School Medical Officer he was responsible for school health services within the area. The borough was also a division for welfare purposes.

962. The Borough Council, in their claim for county borough status, set out a number of alleged shortcomings in the personal health services provided for the area; the complaints made were, to a great extent, of the same type as those described in relation to the education service, for example, frustration of initiative at the local level, remoteness of the County Council administration and the imposition of a uniform policy in all areas. We shall not discuss the

complaints in detail; the position has radically altered since the Council submitted their statement, for the delegation provisions of the Act of 1958 to which we refer below have now become operative.

963. Before dealing with the delegation provisions we should mention that the Borough Council made it clear that, while they would be prepared to undertake responsibility for the ambulance service if they became a county borough, they recognised that present trends favoured the amalgamation of existing services rather than the creation of new or separate services; they would accordingly be prepared to enter into an agreement with the County Council whereby the latter would continue to operate the ambulance service in the borough.

964. Under the provisions of the Local Government Act 1958, the Borough Council, because they had a population in excess of sixty thousand, were entitled to claim delegated powers for the administration of most health services and welfare functions; a delegation scheme was in fact under discussion before we published our Draft Proposals and it came into operation on the 1st July, 1962. Apart from the services which were delegated as of right, the Minister of Health issued his consent under the Act for the Council to deal also with old people's homes and hostel accommodation for the mentally ill. The Borough Council therefore administer, under powers delegated to them by the County Council, a very wide range of health and welfare functions. After July, 1962 the only element of the health and welfare services over which the Borough Council have no jurisdiction at all, the provision of ambulances, is the one which they were in any case prepared to leave to the County Council to provide, even if they became a county borough.

965. We consider that the existing arrangements have considerable advantages. The fact must be faced that the health services are expensive to provide and the development of mental care services will make the cost still heavier. In these matters, the small authority with a limited base of rateable value is at a disadvantage in the provision of both specialist staff and variety of institutions. Under the delegation arrangements Rhondda Borough Council have the advantage of a substantial measure of local control while at the same time having the backing of the much larger financial resources of the County Council. Given co-operation, the use of specialist staff and of other facilities provided by the County Council could bring substantial benefits to the people of the borough. In this way the borough would have the advantage of the larger organisation which we have maintained throughout this Report to be important in the case of these services.

966. So far as health and welfare were concerned, we felt no doubt that the delegation arrangements outlined above were likely to be more practical and effective than completely independent services.

CHILD CARE

967. The Borough Council did not make reference to the child care service in presenting their case for county borough status. The service is not one for which a system of delegation was provided in the Act of 1958. The borough forms part of the 'Northern Area' of Glamorgan which comprises also Aberdare, Mountain Ash and Pontypridd Urban Districts and Llantrisant and Llantwit Fardre Rural District, and which is administered from Pontypridd. We had to consider a straight choice between continuance of this system and the creation of an

independent service for the borough alone. We preferred the former. In paragraphs 71-72 we pointed out the need for a unit of sufficiently large size to be able to justify a team of well-qualified professional staff. We believe that the child care service in Glamorgan is of a very high standard and we would regard as a retrograde step any change which would remove some of the children now under the County Council's supervision to the care of a new Children's Department which we would consider too small to function with full effectiveness.

TOWN AND COUNTRY PLANNING

968. At the time of the Borough Council's claim for higher status, a case was presented for making the borough a local planning authority. Since then the relevant delegation arrangements have been revised and under the new arrangements the only substantial matter for which responsibility is retained by the County Council is the duty of preparing or amending the town map; this duty is one which, under the existing law, cannot be delegated.

969. The Borough Council claimed that certain advantages would result from the creation of a separate planning authority for the area. These advantages were, in brief, a better knowledge and understanding of the planning needs of the area on the part of councillors and staff, the elimination of much correspondence between the two authorities and a speedier determination of planning applications. We were not convinced by the case presented to us. As a matter of convenience Glamorgan County Council have divided the county into four areas for planning purposes and Rhondda forms only a part⁽¹⁾ of one of these areas. We felt that it would be a serious blow to effective planning if the thirty-seven square miles which constitute Rhondda Borough were to be made subject to an independent planning authority. Quite apart from the fact that planning is best administered over a territory of substantial size, an efficient planning authority needs a full team of well-qualified officers. Not only is it doubtful if the borough could support or justify an organisation on the requisite scale, but it seems unlikely that officers of good calibre would be attracted to service in an area with such limited scope for their talents. In any event, it seems to us that it would be a grievous waste to have a complete and separate planning staff for the Rhondda when there are so many arguments pointing to the greater effectiveness and convenience of much larger units for this service.

POLICE AND FIRE

970. The Borough Council have acknowledged the trend away from the small independent police force and fire brigade, and have indicated that they would be prepared to enter into an agreement with the County Council whereby the latter would continue to operate these services in the area of the borough.

971. On the assumption that an agreement of this nature would be entered into if the Rhondda were granted county borough status, it is not necessary for us to deal further with these services.

HIGHWAYS

972. In their observations on the Borough Council's claim, the County Council included details of highway maintenance costs per mile both within the borough

¹ The whole area consists of Rhondda Borough, the urban districts of Aberdare, Caerphilly, Gelligaer, Mountain Ash and Pontypridd, together with Llantrisant and Llantwit Fardre Rural District.

and elsewhere in the county. They also referred to the fact that as a county borough the Rhondda would be debarred by statute from receiving Exchequer grant, then averaging some £31,000 annually, towards the maintenance costs of classified roads. The Borough Council considered, however, that the loss of that sum would be more than offset by the elimination of contributions to county roads generally.

973. It did not appear to us necessary to follow up these arguments in detail. The essential fact was that, whether the area was a county borough or a municipal borough, the Borough Council would be the responsible authority for highway purposes. All that a change of status could do would be to effect some re-distribution of the financial burden between the two authorities, and since no question of principle arose we did not examine the question further.

FINANCE

974. In the section of our Report dealing with Merthyr Tydfil we commented on the fact that the rateable value per head of population (in April, 1961) was the lowest for any county borough in England and Wales and that as a corollary the percentage rate deficiency grant was the highest of the same group. The statistics for Rhondda Borough are even less favourable: the rateable value per head at the same date was only £6 4s. 10d., compared with £7 15s. 0d. for Merthyr. The rate deficiency grant for 1961-62 was at a level of 63.87 per cent, as compared with 52.54 per cent for Merthyr, a percentage which, as we have already indicated, is the highest for any county borough in England and Wales. The total rateable value (April, 1961) was only £626,069, whereas the average for all county boroughs at that date was £2,509,764: the rate resources were therefore less than a quarter of the average resources of county boroughs.

975. When dealing with the case of Merthyr Tydfil, we expressed our views on the significance of low resources in relation to an authority which is required to meet the cost of a number of increasingly expensive county services. Almost everything we said there is relevant to the case of Rhondda Borough. We concluded that county services of the same standard could not be provided as cheaply by a Rhondda authority as by the County Council. Having stated that view, we must refer to the case presented by the Borough Council on this point, since it was contended by them that independent status would not in fact increase the ratepayers' burdens, but would reduce them.

976. The Borough Council commissioned a firm of financial advisers to local authorities to prepare a report on the financial aspects of the Borough Council's proposal for a change of status, and to this end the estimates prepared by the Borough and County Councils, respectively, for the financial year 1959-60 were analysed. The report was presented in June, 1959. To summarise, its main conclusion was that, on the basis of the 1959-60 figures, the true net rate required would have been lower by 3s. 6d. in the pound if the area had been a county borough.

977. Two main reasons were given for this conclusion: firstly, that the aggregate cost of 'county' services in a Rhondda County Borough would be less than the appropriate proportion, based on relative populations, of the existing costs in the present administrative county and, secondly, that Rhondda would have

65.5 per cent of their qualifying expenditure met by rate deficiency grant whereas Glamorgan County Council received only 28.0 per cent.

978. Glamorgan County Council did not accept this estimate of rate poundage for the suggested Rhondda County Borough. They pointed out that a falling population would lead to increasing unit costs for services in the borough and that at the same time Government grants would decrease as the population declined.

979. The County Council made no attempt to calculate the financial effect of the loss of Rhondda Borough upon the rest of the county and we ourselves do not think it necessary to examine the figures in detail. We recognise that there are difficulties in making an accurate apportionment of costs and in any case we are not satisfied that we should be comparing services of equal standards. We have already expressed our view that it is unlikely that county services of the same standard could be provided as economically by a small independent authority as by a large county council, and declining population would certainly adversely affect both unit costs and grants. But in any case, whatever the result in terms of relative rate poundages, we would not think it right to propose the creation of an independent authority with such meagre rateable resources, unless there were other substantial reasons for doing so or unless we thought that the change of status would bring advantages to the inhabitants of the area. We did not believe that there were such reasons or that such advantages would accrue.

SIZE AND SHAPE

980. We are required, by the Regulations, to take into account the size and shape of all the areas of local government under review.

981. The density of population of the borough of Rhondda is 4.2 persons per acre, as compared with an average of 15.0 persons per acre for all county boroughs. The comment we made in respect of Merthyr Tydfil is appropriate also in the case of the Rhondda: the authority's area, taken in its entirety, lacks the compactness which is normally associated with the one-tier authority and without which the case for this form of government is seriously weakened.

982. A visitor can hardly fail to observe that an obvious characteristic of the Rhondda is the absence of a common centre. The settlements of the Rhondda form a linear pattern along the valleys, and road communication between the two valleys is possible only at two points. There is no town of Rhondda, but merely a succession of townships joined by straggling development. Topographically, the Rhondda does not differ from the other mining valleys of South Wales, and we think that its size and shape, far from being factors in support of the creation of a county borough, point to its retention as part of the administrative county.

DRAFT PROPOSALS

983. We have stated our conclusion that the probable population of the borough by the middle 1970's would be appreciably less than one hundred thousand.

984. In view of that conclusion, and having regard to the terms of regulation 9 of the 1958 Regulations, we could not propose county borough status for the

area unless we were satisfied that there were special circumstances which made such a change desirable. Having reviewed the effect of a change of status upon the various services and having taken into account various other factors, we reached the conclusion that there were no special circumstances which would warrant a change of status.

REACTIONS TO DRAFT PROPOSALS

985. The Borough Council were, naturally, extremely disappointed that we had rejected their claim for county borough status. Both in their written representations and in those presented orally at the conference held in Cardiff on 29th November, 1961, they argued against our conclusions.

986. On the question of population, they claimed that the declining trend was likely to be arrested within the next few years and they could not accept that the population in the early 1970's would be less than one hundred thousand. Even if it were, they thought that the figure might be brought above this level by boundary extensions.

987. They thought that the industrial future of the area was promising. It was true that there were no large industrial sites within the borough, but there were sufficient small sites for industries to provide work for the 1,300 or so unemployed people in their area. There were in addition large sites available not far outside the Rhondda Borough boundary. The Board of Trade were making strenuous efforts to attract industry to the area and the Council would not be satisfied until Rhondda Borough was eliminated from the areas of high unemployment scheduled under the Local Employment Act 1960.

988. They did not agree that shortage of housing sites would have a serious limiting effect upon their future population. Some possible sites were at present incapable of use because of the danger of mining subsidence, but after the coal had been extracted these sites would become available.

989. The Borough Council thought that the underlying reason for our refusal of county borough status was Rhondda Borough's heavy dependence upon rate deficiency grant. They considered that this matter was not really relevant since rate deficiency grant was expressly designed to bring the resources of those authorities which were deficient in rateable value up to the average level. What was important was the total amount of resources, rateable value plus grants, not merely rateable value alone.

990. Their financial consultants had demonstrated that on the basis of 1959-60 figures there would be a saving of 3s. 6d. in the pound to Rhondda ratepayers if the area became a county borough. It was true that on present figures this saving would be considerably reduced, but they thought that there would still be a saving, which would become available for the improvement of their services.

991. Although they now had substantial delegated powers in education, health and welfare, planning and highways, these powers fell far short of complete independence and the borough suffered a great deal of frustration as a result.

992. Even if it was considered that the population would not remain above one hundred thousand, there were ample reasons why Rhondda's claim should be given special consideration.

993. Although the physical characteristics of the area had created a number of administrative problems, they were an integrated community. This had been recognised by the Privy Council in their grant of borough status, and the Borough Council had proved by past experience that they could run successfully such things as their own education service.

994. The Borough Council claimed that there was overwhelming support from their ratepayers for their claim to county borough status and statements in support were produced from teachers' organisations and the Federated Chambers of Trade.

995. Glamorgan County Council agreed with us that Rhondda Borough Council's claim should be rejected. They thought that county borough status would not be in the best interests of the population of the borough or of good local government. The county had the population and resources to give local government services second to none. Their services had been developed to the highest possible standard and were well staffed with qualified professional and technical officers in every sphere of activity.

996. Llantrisant and Llantwit Fardre Rural District Council supported wholeheartedly our suggested rejection of the borough's application for county borough status. They said that Rhondda had proposed boundary adjustments merely for the purpose of maintaining its population at a figure in excess of one hundred thousand. The administration of the area which was now part of the rural district and which it was proposed should be added to the borough would be inconvenient, and the local government services in the area in question were as good as, if not better than, those which could have been provided by Rhondda.

997. Plaid Cymru supported the Rhondda Borough Council. They argued that promotion would give the Council self-government and therefore a more democratic form of government. They alleged that our arguments for refusing the application carried little weight and were far from the truth. The comparison made between the population of Rhondda and that of an English county borough was irrelevant; if English criteria had been applicable the Welsh Commission would not have been needed. We had made reference to the low level of resources in Rhondda, but our proposals did nothing to make more resources available. The Borough Council were at present dependent upon the goodwill of the County Council, and Rhondda were worse off as a borough than they would be as a county borough.

CONCLUSIONS

998. We have again considered very carefully the claim submitted by the Borough Council in all its aspects, but we still feel unable to recommend that the area should be made a county borough.

999. The question of the borough's population has throughout been a most important one. After the publication of our Draft Proposals it became evident from the 1961 census figures that our earlier estimate, pessimistic as it had been, had been based on returns of population which were rather inflated; thus the estimated population in June, 1960 (only ten months before the census date), was given as 105,360 but the actual census figure was only 100,314. We had felt that a fall below the one hundred thousand level was inevitable, but

we were surprised that the critical level was to be reached so soon. The census has disclosed that between 1951 and 1961 the population of the Rhondda has been decreasing at an average rate of 1,100 persons per annum.

1000. This new information has confirmed us in the view that the population of the borough in the middle 1970's is likely to be significantly below one hundred thousand. The Council told us in their representations that the declining trend will probably be arrested within the next few years, and they do not accept our views with regard to the fall in population. We fear, however, that there is some degree of wishful thinking about this; we recall that at the time of their petition for incorporation as a borough, the Council claimed that the population had been stabilised at about 112,000⁽¹⁾. We regret also that we cannot share the Council's optimism concerning the industrial future of the area; to talk of the Rhondda being 'on the threshold of another industrial revolution' seems to us to be unrealistic. That is not to say that we foresee a return to the depression of the inter-war years; what appears to us to be relevant is the degree of prosperity in the area as compared with that of neighbouring areas. In this connection it is to be noted that about one in four of the workers living in the Rhondda either works outside the borough or is unemployed. As long as there continues to be some degree of unemployment in the Rhondda while unfilled jobs or better-paid jobs are available outside, the incentive for emigration, it seems to us, will remain.

1001. To sum up, we are convinced that the population test set out in the Act is not satisfied, and the boundary extensions which were urged by the Borough Council could not affect the position to any significant extent.

1002. Turning to the 'special circumstances' which might influence the final decision, and dealing first with the county services, we see no reason for departing from our previous view that the balance of advantage is decisively in favour of retaining the existing system. It is obvious that relations between Rhondda Borough Council and Glamorgan County Council are not all they should be, but given goodwill on both sides, we believe that delegation can be made to work successfully. It is our hope and expectation that a better relationship will be evident between the two authorities as soon as the question of status has been settled.

1003. On the question of financial resources, we cannot accept the Borough Council's contention that the level of local resources is unimportant because the deficiency grant system brings resources up to the standard level for the country as a whole. We have discussed this matter at length elsewhere; in our view the level of the financial resources of Rhondda Borough lends no support to the contention that the area would be able to function effectively as an all-purpose authority.

1004. As to forecasts of relative rate poundages under the one system and under the other, we felt unable, for the reasons we have previously stated, to give any great weight to the claim that the poundage would be substantially lower under an independent authority.

1005. We considered again the physical background of the borough, the dispersed and spreading nature of the communities within it, the absence of a

¹ *Petition for Charter of Incorporation as a Municipal Borough* (May, 1952). Paragraph 29.

single centre to which all the inhabitants look for their shopping, cultural and entertainment needs, and the low density of population. It is of some interest that the lack of a centre is reflected even in the local government sphere by the division of the Council's administrative offices between Porth and Pentre, whilst various county council services for the area are operated from Penygraig, Treorchy and Tonypandy. The argument for the one-tier system of local government in the Rhondda is, we think, weakened because of these factors. We have also noted the marked shortage of building sites made particularly acute by reason of the liability of many areas to subsidence risks; this shortage must have the effect of limiting the amount of development which could take place, even if economic and other factors permitted it.

1006. We have not hitherto referred to the wishes of the inhabitants. We have no doubt that most of them would welcome the grant of independent status. Rhondda people have a natural pride in their area and the grant of county borough status would certainly enhance their pride. But we have to ask ourselves what concrete advantages the change of status would bring. In the present case we have failed to discover any. On the contrary, where an area is relatively deficient in population and extremely deficient in local resources, as is the case with the Rhondda, the authority will fall behind in the standards of the services it can render to its people, and the contrast with the services in the adjoining areas will become progressively more striking. The experience of Merthyr Tydfil demonstrates the very features which we are trying to emphasise. That town, levying as it does the highest rate poundage in the country for an authority of its class, seems to us to point a moral for the Rhondda. We have not disguised our view that, looked at after half a century, the grant of independent status to Merthyr appears to have been a disservice to the area; the mistake should not be repeated in the Rhondda.

1007. To sum up, we are satisfied that there are no special circumstances which would justify a recommendation that the Rhondda should, notwithstanding the short-fall in population, be granted county borough status. Our recommendation is, therefore, that it should remain as a municipal borough within the administrative county of Glamorgan.

1008. In the light of this recommendation, it is not part of our duty to consider the question of the borough boundaries. These will be among the subjects for consideration at the second stage of the review.

Chapter 15. Wrexham

DESCRIPTION

1009. Wrexham, which is situated within four or five miles of the English border, is the largest town in North Wales: the county administrative centre, Ruthin, is very much smaller, but is situated nearer the geographical centre of the awkwardly shaped county of Denbigh. The early history of Wrexham was associated with iron smelting; later coal-mining became important. Whilst coal-mining still dominates the industrial structure of east Denbighshire, there is now no active colliery within the area of the borough itself. Just outside the existing borough boundary there are a variety of important industries including

the Brymho steelworks and a large chemical works of the Monsanto Chemical Company.

1010. Wrexham and the large industrialised villages which surround it constitute the most densely populated part of Denbighshire: the borough, in conjunction with eight parishes in its close vicinity, contains some forty-two per cent of the county's population in less than four per cent of its area.

1011. The area of the borough is now 2,916 acres. The population at the time of the 1961 census was 35,427, having increased from 30,967 in 1951; according to the county development plan, an increase to 38,200 in 1971 is expected. The rateable value (April, 1961) was £436,004.

1012. Wrexham received its Charter of Incorporation in 1857 and the only boundary change since that time has been an extension under a County Review Order in 1935, when some 1,600 acres were added to the borough.

CLAIM

1013. The Borough Council proposed to us that the town should be raised to the status of a county borough. The Council could not, with the town's present population, have reasonably pursued a claim for county borough status in respect of their own existing area, and accordingly further areas were proposed for inclusion in the projected county borough; as submitted to us, the claim embraced the existing borough together with the whole of Wrexham Rural District (except for two parishes in the south-west) and the detached parish of Flintshire known as Marford and Hoseley which forms an enclave in the rural district. Details of the claimed area are comprised in Appendix IX.

1014. The reactions of the authorities affected will be referred to later, but it should be mentioned at this point that while the attitude of the Wrexham Rural District Council, whose population would have provided almost two-thirds of the proposed new unit, fluctuated to some extent, at no stage did they show marked enthusiasm for the proposal; at best their viewpoint could be described as non-committal, and certain comments made in their various representations to us were clearly hostile to the proposal.

1015. The population of the proposed county borough was estimated as 92,530, and the Borough Council claimed that a population of 105,500 would be reached by 1971. The Council also suggested that, if a population of one hundred thousand was immediately necessary, this could be reached by adding three villages in Flintshire which were on the fringe of the proposed area. Ignoring those villages, the rateable value of the proposed county borough (1st April, 1959) was estimated as £912,115, which would be equivalent to £9 17s. 2d. per head. The area of the proposed unit would be 60,820 acres.

1016. The Borough Council supported their claim on a number of grounds. They pointed to the obvious division of the county of Denbigh into a rural western part and a highly industrialised eastern area between which there was a conflict of interest, and claimed that representation on the County Council had always been weighted in favour of the rural areas. The county town, Ruthin, was eighteen miles from Wrexham and was isolated from the proposed county borough by areas of high moorland; difficulties of travel, particularly in winter, caused a reluctance on the part of Wrexham people to serve on the County Council. The establishment of an all-purpose authority would lead to economies

in the Wrexham area. Remote control of certain services by the County Council, they said, had caused difficulties and delays in the past, and it was considered that the all-purpose county borough system was the most effective form of local government. Dealing with the county services in detail, the Borough Council gave further reasons for the proposed change: planning decisions involving Wrexham, for example, were made by people having little knowledge of the area, and there had been disagreements about the 'green belt' and the route of an inner ring road. Health and welfare services would be administered on a more personal and intimate basis by a county borough council, and there would be greater knowledge of local requirements and fewer delays in providing urgently needed amenities. As to the highways, the Borough Council contended that although they were the Highway Authority for their area, in practice the County Council were able to decide which road schemes should proceed, as they had the power to allocate grants.

1017. The statement which Wrexham Rural District Council submitted to us contained an analysis of the document prepared by the Borough Council; on balance it was critical of the county borough proposal. The Council told us that they were not convinced that the proposal was practicable in view of the large area which would have to be included in order to achieve the necessary minimum population. In the absence of precise details of the cost of services and of the other financial implications, they felt unable to give unqualified support to the proposal.

1018. Both the Borough Council and the Rural District Council commissioned firms of financial advisers to consider the financial implications of the proposal. The firm commissioned by the Borough Council reported that, on the basis of financial estimates for 1959-60, the proposal would have involved an increase in the rate poundage of 3d. for borough ratepayers and 3s. 1d. in the rural district, ignoring in each case the effects of the transitional payments under section 15 of the Act of 1958. These estimates were broadly accepted by the advisers to the Rural District Council, who reported that the rate in the area of the rural district would certainly increase and that the extent of the increase might well be greater than the amount indicated.

1019. It was recognised by the Borough Council that implementation of their proposal, which would result in the loss of fifty-four per cent of Denbighshire's population and a consequent reduction of that population to only seventy-eight thousand, would almost certainly involve the amalgamation of the rest of the county with other counties or parts thereof. In these circumstances it was not surprising that the proposal to grant county borough status to Wrexham was opposed by Denbighshire County Council; Flintshire County Council also disagreed with it.

DRAFT PROPOSALS

1020. It was evident that, in order to build up the necessary population, the Borough Council had been obliged to bring within the scope of the proposed county borough an area of quite remarkable size. The anticipated population would still only be marginal for a county borough, whereas in area the proposed unit would be more than four times the size of Cardiff County Borough. We noted that the population of the proposed area was less than one hundred thousand; the Borough Council claimed that it would exceed one hundred

thousand by 1971, but we ourselves were not satisfied that their forecast would be confirmed. These considerations of population, however, did not seem to us to go to the heart of the matter. The essential point was that the territory comprising the claim was so extensive and, taken as a whole, so clearly unsuitable for one-tier government that the exact statistics were of less importance. Any attempt to bring in more population in order to reach the one hundred thousand level would only reduce the overall density of population and would make the area still less characteristic of a county borough.

1021. We have referred earlier to the provisions of regulation 11 of the 1958 Regulations. That regulation is as relevant to the creation of a new county borough as it is to the extension of an existing one. There is no warrant in the regulation for the inclusion of outlying villages like Llay, Holt and Rossett (to mention only the more obvious cases) in the proposed county borough, for they could not be described as 'a continuation of the town area' of the proposed unit, and there was no evidence to suggest the prospect, within the foreseeable future, of such development as would effect a junction between them and the main town area. We were in little doubt indeed that, apart from the central core, the proposed new unit would be no more than a collection of separate communities which in the absence of unforeseen and quite exceptional circumstances would never be completely integrated. The area would in fact be quite uncharacteristic of a county borough.

1022. Consideration of the county services confirmed us in our views. We have set out, in Chapter 5, our views concerning the relationship between the size of an authority and the effectiveness of the service provided, and there is no need to cover the ground again. We felt confident that a county borough on the lines suggested would be too small in population, especially when considered in relation to the area covered, to provide really effective services, and it seemed virtually certain that even if parity of standards could be assumed the services provided by the authority would be more costly than if provision were made by a larger unit.

1023. In addition, the creation of a county borough in this area would have unfortunate repercussions on county government. In our Draft Proposals we suggested the amalgamation of Denbighshire with the counties of Flint and Montgomery; the severance of Wrexham and its environs from such a unit would have seriously weakened that unit. As we point out later (paragraph 1033) this consideration is equally relevant to our new proposals for the north-east counties of Wales.

1024. We did not think it necessary to examine at length the financial implications of the proposed change since it appeared to us that there were sufficient other objections of substance to warrant its rejection. It will suffice to say that in our opinion the effect of creating a new county borough would be to increase the cost of services, assuming standards equal to those now obtaining, and that the burden on the rates would be greater than now, particularly for the residents of the existing rural district.

1025. To the reasons of policy and administration indicated above there has to be added the lack of enthusiasm for the project on the part of the rural district whose inhabitants would have formed the majority of the residents of the

proposed unit. We therefore felt unable to include in our Draft Proposals the suggestion that a county borough should be created in this part of North Wales.

REACTIONS TO DRAFT PROPOSALS

1026. Following the publication of our Draft Proposals and their acceptance by the Rural District Council, the Borough Council passed a resolution not to pursue the application for county borough status; the resolution was, however, later modified to make clear that the establishment of an all-purpose authority was still supported in principle. At the conference which we held at Wrexham on the 17th and 18th October, 1961 the Borough Council's representative again argued in favour of the change of status.

1027. It was pointed out on behalf of the Borough Council that the figure of one hundred thousand which regulated applications for county borough status was not a hard and fast figure, and that in any case the census had shown that the population of the area covered by the Borough Council's proposal had risen to nearly ninety-six thousand. It was admitted that the area was large, but that was not a vital objection as the area included large stretches of moorland and mountain. The Commission were mistaken in claiming that the area was not an integrated whole; the town of Wrexham was the commercial, social and recreational centre of the area and there was close community of interest between the various parts. We were urged to be bold and to recommend the creation of a county borough with room to breathe and to develop.

1028. The Wrexham Rural District Council supported the view we expressed in our Draft Proposals. It had become obvious, they said, that because of the nature of the area the proposal for a county borough would not be in the best interests of local government in general or in particular of the ratepayers of the rural district, upon whom the greatest increase in rates would fall.

1029. The Denbighshire County Council confined their comments to the statement that they agreed with our decision concerning the county borough proposal.

1030. The Wrexham Trades' Council and Divisional Labour Party submitted to us a proposal for county borough status in a rather different form from the one put forward by the Borough Council. Under the new proposal the county borough area would extend in a circle with a radius of six miles from Wrexham Parish Church and thus further areas of Flintshire would be added as compared with the original proposal; the population of such an area was said to be over 105,000. At our conference the representative of the above-mentioned organisation asserted that the policy of the County Council for many years had been directed towards preventing any possibility of a county borough being created in east Denbighshire. He declared that it had been the County Council's deliberate policy to keep Wrexham in a straight-jacket, and expansion in the rural district had been prevented lest the individual villages should join up and become one town; to this end the 'green belt' had been the County Council's most powerful weapon. There were allegations, too, of disputes between the Rural District Council and the County Planning Committee, and of constant delay and frustration in respect of ordinary planning applications submitted by the public as well as in respect of plans for public facilities such as a clinic and a crematorium.

CONCLUSIONS

1031. After we had read the written representations on the subject and held the statutory conference at Wrexham, we could not but note the vicissitudes which had attended upon the county borough proposal. Nevertheless we reviewed once more the arguments for and against the proposal and also considered the alternative proposal of the Trades' Council and Divisional Labour Party.

1032. None of the arguments put forward following the publication of our Draft Proposals served to counter the prime objection we had, and still have, to the establishment of a County Borough of Wrexham. The hard facts of the situation cannot be ignored: if a population of one hundred thousand is to be attained in this part of North Wales the area of the unit will be so large and its population distribution such as to make nonsense of the normal concept of a county borough. That is true whatever the details of the particular proposal under consideration.

1033. We should mention one change in the situation since our Draft Proposals were published which is relevant to the question of Wrexham's status. It will be remembered that in our Draft Proposals we suggested the creation of an administrative county comprising Denbighshire, Flintshire and Montgomeryshire. As we have stated above, we have now abandoned that suggestion and our final proposal for north-east Wales is that a new county should be established, comprising Flintshire, east Denbighshire and Edeyrnion Rural District: our estimate of the population of this new county is 280,000. The removal of a Wrexham County Borough from the new county would result in a substantial loss of that county's population and resources, a loss which would be the more keenly felt if Wrexham were to be chosen as the administrative centre. Our conclusion regarding Wrexham does not, of course, depend upon this consideration which merely gives added support to our view. Our conclusion would be the same whatever the decision relating to county boundaries in north-east Wales.

1034. As regards the county services, the present position is that a delegation scheme for town and country planning functions has been approved in respect of the Wrexham Rural District and is now in operation. A similar application by the Borough Council is under consideration by the Ministry of Housing and Local Government. Applications for consent to make delegation schemes in respect of health and welfare functions were submitted by both the Borough and the Rural District Councils, but were rejected by the Minister of Health. For education there is some local control as a divisional executive, with offices in Wrexham, has been established for many years and covers the borough area and a part of the Wrexham Rural District.

1035. This outline relates to the situation as it is today, with a relatively small borough of thirty-five thousand people surrounded by a rural district of large population. At the second stage of the review there could well be an expansion of the borough and this might in turn lead to changes in the delegation system. No reorganisation would, however, be likely to affect our main conclusion: we can see no prospect in this part of Wales of achieving within a reasonable geographical compass a unit having a population large enough to sustain effectively the full range of duties of a county borough. We recommend therefore that the establishment of a county borough centred on Wrexham should not be approved.

Chapter 16. Summary of Proposals

1036. The proposals which we have formulated and which we now submit to the Minister can be summarised as follows:

I COUNTIES

The administrative counties of Wales should be reduced in number from thirteen to seven. These seven counties should be, in broad outline, as indicated below:

- (1) Mid Wales, consisting of the existing counties of Montgomery, Radnor and Brecon (apart from the southern fringe), with southern Merioneth and northern Cardiganshire. The boundaries of the new county are defined in Maps Nos. 9-11 and 15-31 and are described in the corresponding parts of Appendix XII.
(Paragraphs 571-587).
- (2) Anglesey.
(Paragraphs 588-597).
- (3) Gwynedd, consisting of the existing county of Caernarvon with the northern part of Merioneth and the western part of Denbighshire. The boundaries of the new county are defined in Maps Nos. 25-29 and 32-36, and are described in the corresponding parts of Appendix XII.
(Paragraphs 598-611).
- (4) Flint and Denbigh, consisting of the existing county of Flint with the eastern part of Denbighshire, together with the Edeyrnion Rural District of Merioneth. The boundaries of the new county are defined in Maps Nos. 29-36 and are described in the corresponding parts of Appendix XII.
(Paragraphs 612-620).
- (5) West Wales, consisting of the existing counties of Pembroke and Carmarthen with the southern part of Cardiganshire. The boundaries of the new county are defined in Maps Nos. 4-9 and 18-24 and are described in the corresponding parts of Appendix XII.
(Paragraphs 621-629).
- (6) Glamorgan (including the existing county borough of Merthyr Tydfil), together with that part of Breconshire south of the watershed of the Brecon Beacons. The revised boundaries of the county are defined in Maps Nos. 4-14 and are described in the corresponding parts of Appendix XII.
(Paragraphs 630-637).
- (7) Gwent, consisting of the present county of Monmouth together with (a) that part of Breconshire south of the watershed of the Black Mountains and (b) the western side of the Rhymney Valley (now in Glamorgan). The boundaries are defined in Maps Nos. 11-17 and are described in the corresponding parts of Appendix XII.
(Paragraphs 638-644).

II COUNTY BOROUGHS

- (1) The county borough of Cardiff should be altered as described in paragraph 744. The revised boundaries of the county borough are defined in Map No. 1 and are described in the appropriate part of Appendix XII.
(Chapter 10).
- (2) The county borough of Newport should be altered as described in paragraph 820. The revised boundaries of the county borough are defined in Map No. 2 and are described in the appropriate part of Appendix XII.
(Chapter 11).
- (3) The county borough of Swansea should be altered as described in paragraph 841. The revised boundaries of the county borough are defined in Map No. 3 and are described in the appropriate part of Appendix XII.
(Chapter 12).
- (4) The county borough of Merthyr Tydfil should be converted to a non-county borough and absorbed in the administrative county of Glamorgan.
(Chapter 13).
- (5) We recommend that Rhondda Borough should not be granted the status of a county borough as proposed by its Council.
(Chapter 14).
- (6) We recommend that Wrexham Borough should not be granted the status of a county borough as proposed by its Council.
(Chapter 15).

GUILDHAUME MYRDDIN-EVANS (*Chairman*)

D. EMRYS EVANS (*Deputy Chairman*)

WILLIAM JONES

CHARLES GITTINS¹

JANET I. MORGAN

I. DAVEY (*Secretary*)

10th December, 1962.

¹ Signed subject to the Note of Reservation on the immediately following pages.

Reservation

NOTE OF RESERVATION BY PROFESSOR C. E. GITTINS

1. I am unable to agree with my colleagues in proposing to leave Anglesey as a separate administrative county. They have given as their reasons that, in the case of Anglesey, exceptional conditions of geography and of topography 'taken together with their effects—the outlook of the islanders and the character of the administration—should outweigh considerations of size and strength'⁽¹⁾. I have tried to weigh these 'conditions' and 'effects' as carefully as I can and I have come to the conclusion that Anglesey ought not to be the single exception to our plan for larger county units. I feel fortified in this, at least to some extent, by the opinion of our predecessors, as expressed in the 1947 Report of the Local Government Boundary Commission, where they state 'we are not at present satisfied that, because it is an island, it (Anglesey) ought to continue as a separate administrative county'⁽²⁾.

2. To allow this to happen would, in my view, cause these conditions of geography and topography, together with their effects, to outweigh what I regard as even weightier considerations, viz. the need for 'effective and convenient local government throughout the whole of the review area', to which the Commission's examination is directed by the Minister's Regulations⁽³⁾.

3. The case for dealing exceptionally with Anglesey appears to be based exclusively on the needs of Anglesey itself. Consideration of the needs of the whole of the review area, which in this case was the whole of North Wales, are not mentioned as part of the case for dealing exceptionally with Anglesey. In doing this some risks appear to me to be involved, risks which involve the impact of the whole of our Report.

4. Anglesey, with its population of fifty-two thousand, is the fourth smallest county in Wales. It has seven thousand fewer inhabitants than Merthyr where we have found that 'the conditions for effective all-purpose local government do not exist'⁽⁴⁾, and far fewer than the Rhondda Borough where the improbability of sustaining a population of one hundred thousand was a most important reason for not recommending the award of county borough status. I recognise that in both these instances county borough and not county council powers are involved and that to some extent the circumstances are thus modified. Even so, it seems relevant to make these comparisons in a general way when considering the framework for local government in Wales as a whole. Anglesey's population is even about eight thousand less than the minimum of sixty thousand which entitles an urban authority to demand delegation of specific 'county' powers under the Local Government Act 1958. It will also have been noted that we, as a Commission, have felt constrained to recommend the creation of a Mid Wales County with an estimated population of 127,000 and we have written 'It must, therefore, be regarded as a relatively weak unit of local government in respect of population, . . .'⁽⁵⁾. This is indeed the case, despite the fact that it is more than twice the population of Anglesey, as can readily be seen by comparing it with the remaining proposed Welsh counties. Apart from the proposed county of

¹ See paragraph 596.

² Paragraph 68.

³ Regulation 3.

⁴ See paragraph 919.

⁵ See paragraph 585.

Gwynedd, which will have a population of approximately 184,000, all have a population of not less than 280,000. Such considerations make it clear to me that the interests of local government in Wales as a whole, and in the north-western area in particular, would be better served if Anglesey, with its resources of men and means, reinforced the by no means ample resources of the proposed county of Gwynedd.

5. By way of illustration of this point it can be mentioned that the head of the county welfare service in Caernarvonshire is the Clerk of the County Council: in Anglesey it is the County Medical Officer. The union of these services under one county council would make practicable the appointment of an appropriately qualified chief officer specialising in welfare and it would be difficult to deny that this would be for the benefit of the service. Moreover, to give a second illustration, it will be remembered that in this north-western region of Wales each of the counties faces acute economic difficulties. Unemployment is high and on all sides it is agreed that every effort must be made to attract new industries. It seems to me that this is much more likely to be done effectively if the resources of the region are concentrated and not divided. To give an example, a single Planning Department for the whole of this region could be set up, staffed on the lines indicated in paragraph 73.

6. Besides making it easier to create more effective and convenient local government in the north-western region of Wales, which seems to me to be a consideration of considerable weight, it also seems true to say that Anglesey's merger with the proposed county of Gwynedd would be in the best interests of more effective local government for Anglesey itself; and such a merger would not substantially lessen the convenience of local government in the area, as I attempt to show in a later paragraph.

7. Naturally I go along most willingly with my colleagues in admiring the good work being done by the Anglesey County Council: in particular I would, with them, commend the spirit of enterprise manifested in some pioneering projects. It is, needless to say, no part of my self-imposed task to prove maladministration. It is, however, my submission that conditions for fully effective county government do not and will not exist if Anglesey remains a separate county; especially under the changed conditions which it must be hoped will follow from the Reports of the Local Government Commissions for Wales and England. It can be expected that in the future the standards by which effectiveness will be measured will be even higher than at present. It seems to me therefore most unfortunate that Anglesey County Council will be ushered into this new epoch of enhanced effectiveness in local government with inherent weaknesses directly attributable to severe limitations of population and of rateable value.

8. There are several signs of the presence of these weaknesses in the administration of the county services at the present time. My fear is that time will aggravate them. The following are cited as examples.

9. We have seen that 'the designated Children's Officer at the time of our visit was a trained midwife whose only assistance at headquarters was one clerk'⁽¹⁾. There was no man on the staff to assist with the sometimes difficult cases of adolescent boys, and in the absence of the Children's Officer the 'general division'

¹ See paragraph 98.

clerk became immediately responsible for the day-to-day control of the service. Not unnaturally, in these circumstances, there was an unusual reliance upon voluntary agencies, but these agencies, admirable as they are, are unlikely to provide as effective, as responsible and as complete a service as ought to be expected from a fully staffed County Children's Department.

10. Similar weaknesses reveal themselves in the county health services where limited case loads prevent much specialisation and where the services fall short of what is desirable in this respect.

11. Similarly, it should be noted that the number of school children in Anglesey is not sufficient to justify the appointment of an educational psychologist to provide a psychological service for schools, nor is this county large enough to provide its own child guidance team.

12. At the time of our visit we also learnt that the volume of work in the County Architect's Department did not justify the inclusion within the department of a quantity surveyor, and that the staff of the department (which deals also with planning) was not large enough to afford effective training facilities to a young trainee seeking professional planning qualifications.

13. It has already been mentioned that the County Medical Officer is also the County Welfare Officer, and at the time of our visit the registrars of births, deaths and marriages also acted as part-time welfare officers, though it should be noted that there has since been some change. At that time, too, the County Council found it uneconomic to own its own lorries for use by the County Surveyor's Department.

14. The County Librarian was the only member of the county library service with library qualifications: his staff was too small to permit of much, if any, specialisation, and an increase of his staff by one was apparently achieved at the price of reducing the monies available for the purchase of books.

15. These examples of the unfortunate influence which severe limitations of population and resources appear to exercise upon the quality of the county services do not constitute an exhaustive list, but they do, in my view, give cause for considerable concern. They point to a simple fact—that Anglesey is small and poor. They point to basic weaknesses in the county as an independent administrative unit rather than to any shortcomings in the policy pursued by the County Council at any given time. These, or similar weaknesses, will persist until Anglesey can find increased strength and this she can only find, as we ourselves have discovered in similarly impoverished parts of Wales, in combination with additional population and additional rateable resources.

16. I freely recognise, as my fellow Commissioners have pointed out, that Anglesey has a distinct insular loyalty and that it has virtues of convenience through being relatively flat as well as compact. It is, however, evident from a map that Anglesey is not an island in the same sense as the Isle of Man or even the Isle of Wight are islands. The sea is there but it is not an obstacle. The A.5 trunk road proceeds from the mainland, by the suspension bridge, to Holyhead and there is a direct rail service. Access to the town of Caernarvon from all parts of Anglesey is easy and, to take a particular instance, the distance from Holyhead to Caernarvon is twenty-nine miles, only fourteen miles more than the distance to Llangefni, the island's present administrative centre.

17. There are also signs within Anglesey itself of a real sense of community with the wider region of which it forms part, based upon a rich and common tradition, and common cultural and economic characteristics. Anglesey was once part of the ancient Welsh Kingdom of Gwynedd which Edward I, in his Statute of Rhuddlan, destroyed in 1284, and replaced by the three shires of Anglesey, Caernarvon and Merioneth. In 1542, shortly after the passing of the Act of Union, these three counties were made part of a single circuit of the Great Sessions and this arrangement remained in force until well into the nineteenth century. Anglesey forms part of the 'Welsh bastion' in the north-west, where the Welsh language still flourishes. It is my confident belief that this region will be all the better able to withstand 'the slings and arrows of outrageous fortune', which have been so unkind to the language, by combining, not by separating forces: for there can be no doubt that when practical steps for the reinvigoration of the language are under consideration numbers and money do count. They count in the publication of Welsh books, in the provision of advisory services and in the exchange of ideas and experience between teachers and between pupils.

18. Anglesey's sense of community with the wider region is reinforced by other economic, social and administrative factors. Both Anglesey and Caernarvonshire face similar, acute economic problems. It appears that there is a fair degree of movement of workers daily from both sides of the Menai Straits, though latterly this has been somewhat reduced by the decline in the slate and stone quarrying industries in Caernarvonshire. There appears to be much more common ground culturally between Anglesey and Caernarvonshire than between some of the more disparate elements which form part of existing or proposed Welsh counties, as for example Monmouthshire east and west of the Usk, and Cardiganshire and Radnorshire. This sense of wider community with the mainland has been revealed to us, as a Commission, in a number of ways, not least in the proposal of the Llangefni Urban District Council that the whole of Anglesey should be combined with the Parliamentary Constituency of Conway to form one county. Four of the Caernarvonshire district authorities who would have been swallowed up in this proposal did not find it outrageous enough even to write to the Commission protesting against it. Caernarvonshire and Anglesey are within the area of a single police authority and this arrangement, we are assured, works smoothly. Bangor is a regular shopping and recreational centre for very many residents in Anglesey and it is also the hospital centre for the whole of the island. Actually there is nothing strange in this sense of wider community existing side by side with more local loyalties. It is characteristic of local government in Britain, and it is particularly characteristic of Welsh local government.

19. Earlier in this Report, when dealing with the financial aspect of county government for Anglesey, it has been said that 'In matters of finance—costs per bead, and percentage of income derived from grants—it is to Anglesey alone of the six small counties that our strictures do not apply'¹. This is correct as far as it goes, but it does not refer to what, in my view, is the most important consideration when assessing local government financial resources—the rateable value (in total as distinct from the quantity per bead), and it is to this that we

¹ See paragraph 590.

are enjoined to have regard by the Regulations made by the Minister⁽¹⁾. In total volume of rateable resources Anglesey is weak and this weakness is reflected in the hypersensitivity of the rate poundage in this county to relatively minor changes in spending policy, (for the financial year 1962-63 there has been an increase of 5s. 0d. in the poundage), in the tendency to finance by way of loan, items of expenditure which large authorities would meet from revenue⁽²⁾, and in the limited staff and equipment available for the various county services.

20. It might be asked whether insularity is a good or a bad quality. The answer probably is that it is both. 'Inward-lookingness' can produce effective co-operation within the island, just as reluctance to look outwards can frustrate co-operation even where such co-operation is seen to be desirable. Just as on the one hand 'its insularity . . . has sometimes prodded (the Anglesey County Council) to engage in programmes of original experimentation'⁽³⁾, so on the other it has caused them to preserve a measure of independence in technical education at the expense of the convenience of many students by insisting that they attend not at Bangor but at Holyhead. It might indeed be appropriate to ask whether these two separate technical institutions are strictly necessary. Such an attitude is, of course, not peculiar to Anglesey: indeed, it is all too frequently encountered in local government: but this makes it appear all the more sanguine to me to hope, as my colleagues have written, that a separate county of Anglesey 'will not hesitate to propose schemes of joint action with other counties where this will best serve the interests of the people of the island'⁽⁴⁾.

21. My colleagues have indicated that, had they the power, they 'might well have recommended . . . an arrangement whereby the (Anglesey) County Council would take over the functions of the district councils, leaving strictly local interests to the third tier, the parish councils'⁽⁵⁾. In my view this points the way to that form of local government which will best suit the balance of circumstances in Anglesey.

22. Anglesey has eight district authorities. It is hard to justify such a number for such a small population and it must react unfavourably upon the quality of the service which the public receives. Llangefni Urban District Council have pointed out how imperative it is that at the County Review Stage there should be a major alteration of the boundaries of the district councils of Anglesey and that their number should be drastically reduced. If Anglesey remains a separate county the chance of this happening on a radical and effective scale will be diminished, but, if it is merged with the county of Gwynedd, the best possible opportunity will be given at the County Review Stage for a bold and comprehensive overhaul. This could well take the form of a single district authority for the whole of Anglesey. If this were accomplished, then ample scope would

¹ See regulation 5.

² It is of interest that the County Treasurer for Anglesey in the Preface to the 'Financial Statistics and Summary of Accounts' for 1960-61 pointed out the very heavy burden of debt in the county (loan charges comprise over ten per cent of total expenditure) and went on 'Loan charges are an intractable burden and a policy of financing as much capital expenditure as possible from revenue is desirable with a view to minimising any increase in the loan debt and the burden which it places on future ratepayers'.

³ See paragraph 593.

⁴ See paragraph 596.

⁵ See paragraph 595.

be given for the exercise of all those island loyalties which we all desire to respect, and this could possibly be extended even beyond the normal 'district' functions by the delegation from the Gwynedd County Council, with the approval of the appropriate Ministers, of some county powers in health, welfare, planning, highways and education. Even if, at the County Review Stage, the whole of Anglesey were not made one district authority, delegation of powers from the county level would still be practicable and would, in my view, be desirable. There could, for example, be a divisional executive in education for Anglesey and, on the model of the Glamorgan system, there could likewise be some decentralisation of health and welfare powers. Some planning powers could similarly be decentralised.

23. If either of these alternatives were adopted then, in my view, the best of both worlds would have been won—the world of the north-west region of Wales and the smaller world of Anglesey itself. It is in this hope that this note of reservation has been made.

Wales—Existing Counties and County Boroughs STATISTICS.

Appendix I.

Administrative Area	Area (acres)	Population		Rateable Value		Rateable Value per Head of Population			Product of Penny Rate		Number of Representatives (Including Aldermen) (11)	Population per Representative (12)
		30th June 1950	April 1961	1st April 1960	1st April 1961	1960-61	1961-62	1960-61	1961-62 (Estimated)			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)			
Counties:												
Anglesey	176,694	52,070	51,700	480,026	486,638	£ s. d.	£ s. d.	£	£	65	795	
Breconshire	469,281	55,470	55,544	548,817	549,758	9 4 8	9 8 3	1,904	1,905	72	771	
Caernarvonshire ..	364,108	121,400	121,194	1,484,553	1,510,129	9 19 8	9 17 11	2,107	2,142	86	1,409	
Cardiganshire	443,189	53,280	53,564	501,822	508,745	12 5 5	12 9 3	5,802	5,790	66	812	
Carmarthenshire ..	588,472	168,250	167,736	1,689,155	1,706,368	9 8 5	9 9 11	1,951	1,943	78	2,150	
Denbighshire	427,977	169,810	173,843	1,942,200	1,991,466	10 0 9	10 3 5	6,754	6,682	93	1,869	
Flintshire	163,707	148,060	149,888	2,385,424	2,459,515	11 8 6	11 9 1	7,810	7,796	80	1,874	
Glamorgan	468,799	747,490	745,810	8,109,969	8,345,634	16 2 4	16 8 2	9,997	10,044	88	8,475	
Merioneth	422,372	39,140	39,007	361,212	369,187	10 17 2	11 3 10	33,236	31,295	62	629	
Monmouthshire ..	339,089	331,150	335,582	3,176,666	3,221,008	9 5 1	9 9 4	1,417	1,411	88	3,813	
Montgomeryshire ..	510,110	44,720	44,228	368,382	355,716	9 12 0	9 12 0	12,274	12,285	57	776	
Pembrokeshire ..	393,003	94,580	93,980	855,379	890,428	8 3 7	8 0 10	1,131	1,390	70	1,343	
Radnorshire	301,165	19,160	18,431	241,447	240,800	9 0 0	9 9 6	3,526	3,503	42	439	
County Boroughs:												
Cardiff	15,085	255,470	256,270	4,449,686	4,480,486	12 12 0	13 1 4	961	954	56	4,576	
Merthyr Tydfil ..	17,760	59,230	59,008	448,834	457,362	17 8 4	17 9 8	17,465	18,350	32	1,844	
Newport	8,182	104,580	108,107	1,520,123	1,551,183	7 11 7	7 15 0	1,741	1,770	48	2,252	
Swansea	21,600	165,560	166,740	2,284,819	2,326,450	14 10 9	14 7 0	6,337	6,430	60	2,779	

Sources

Columns 2 and 4 Preliminary Report on the 1961 Census.

Column 3 Registrar General's Estimate.

Columns 5, 6 and 10 'Rates and Rateable Values in England and Wales': Ministry of Housing and Local Government (H.M.S.O.).

Column 7 'Financial and General Statistics of County Councils': Society of County Treasurers.

Column 8 By calculation, from columns 4 and 6.

Column 9 Ministry of Housing and Local Government (based on the latest available returns).

Column 12 By calculation, from columns 4 and 11.

Proposed New Administrative Areas
STATISTICS

(1)	Area (Acres) (2)	Population (3)	Rateable Value (4)
<i>Administrative Counties</i>			
Mid Wales	1,495,000	127,000	£ 1,300,000
Anglesey	176,694	51,700	486,638
Gwynedd	678,000	184,000	2,400,000
Flint and Denbigh	485,000	280,000	3,700,000
West Wales	1,275,000	296,000	2,900,000
Glamorgan	535,000	729,000	8,100,000
Gwent	433,000	416,000	3,700,000*
<i>County Boroughs</i>			
Cardiff	19,100	286,000	4,850,000
Newport	11,100	109,000	1,750,000
Swansea	21,600	167,000	2,350,000

NOTE: Except in respect of Anglesey, all figures are estimates based on 1961 statistics.

* The rateable value of the Spencer Steelworks at Llanwern (expected to be about £1 million initially) is not included in this figure.

Investigation Stage

A. AUTHORITIES AND INTERESTED ORGANISATIONS
CONSULTED UNDER THE PROVISIONS OF SECTION
21(3) OF THE LOCAL GOVERNMENT ACT 1958.

(*Indicates that written representations were submitted)

County Councils

- *Anglesey
- *Breconshire
- *Caernarvonshire
- *Cardiganshire
- *Carmarthenshire
- *Denbighshire
- *Flintshire
- *Glamorgan
- *Merioneth
- *Monmouthshire
- *Montgomeryshire
- *Pembrokeshire
- *Radnorshire

County Borough Councils

- *Cardiff
- *Merthyr Tydfil
- *Newport
- *Swansea

Borough Councils

- *Abergavenny
- *Aberystwyth
- Bangor
- *Barry
- *Beaumaris
- *Brecon
- Caernarvon
- *Cardigan
- Carmarthen
- *Colwyn Bay
- *Conway
- Cowbridge
- *Denbigh
- *Flint
- Haverfordwest
- Kidwelly
- *Lampeter
- *Llandovery
- Llanelli
- *Llanfyllin

Borough Councils (Continued)

- *Llanidloes
- Monmouth
- *Montgomery
- Neath
- *Pembroke
- Port Talbot
- Pwllheli
- *Rhondda
- Ruthin
- *Tenby
- *Welshpool
- *Wrexham

Urban District Councils

- *Aberayron
- Abercarn
- *Aberdare
- *Abergele
- Abertillery
- *Amlwch
- Ammanford
- *Bala
- *Barmouth
- *Bedwas and Machen
- *Bedwellty
- Bethesda
- *Betws-y-Coed
- Blaenavon
- Bridgend
- *Brynmawr
- Buckley
- *Builth Wells
- Burry Port
- *Caerleon
- *Caerphilly
- *Chepstow
- *Connah's Quay
- Criccieth
- *Cwmamman
- *Cwmbrân

Urban District Councils (Continued)

*Dolgellau
 Ebbw Vale
 *Ffestiniog
 Fishguard and Goodwick
 *Gelligaer
 *Glyncorrwg
 *Hay
 *Holyhead
 *Holywell
 *Knighton
 Llandeilo
 *Llandrindod Wells
 *Llandudno
 *Llanfairfechan
 *Llangefni
 *Llangollen
 *Llanrwst
 *Llanwrtyd Wells
 Llŵchwr
 *Machynlleth
 Maesteg
 *Menai Bridge
 Milford Haven
 *Mold
 Mountain Ash
 Mynyddislwyn
 Nantyglo and Blaina
 *Narberth
 Newcastle Emlyn
 *New Quay
 *Newtown and Llanllwchaiarn
 Neyland
 Ogmore and Garw
 *Penarth
 *Penmaenmawr
 Pontypool
 *Pontypridd
 Porthcawl
 Portmadoc
 *Prestatyn
 Presteigne
 *Rhyl
 *Rhymney
 Risca
 *Towyn
 Tredegar
 Usk

Rural District Councils

*Aberaeron
 Abergavenny
 *Aberystwyth
 *Aethwy
 Aled
 *Brecknock
 *Builth
 *Cardiff
 Carmarthen
 *Ceiriog
 *Cemaes
 *Chepstow
 *Colwyn
 Cowbridge
 *Crickhowell
 *Deudraeth
 *Dolgellau
 *Edeyrnion
 *Forden
 *Gower
 *Gwyrfai
 Haverfordwest
 *Hawarden
 *Hay
 *Hiraethog
 *Holywell
 *Knighton
 *Llandeilo
 Llanelly
 *Llanfyllin
 *Llantrisant and Llantwit Fardre
 *Lleyn
 *Machynlleth
 *Maelor
 *Magor and St. Mellons
 Monmouth
 *Nant Conway
 *Narberth
 *Neath
 *Newcastle Emlyn
 *New Radnor
 *Newtown and Llanidloes
 *Ogwen
 *Painscastle
 Pembroke
 *Penllyn
 Penybont
 *Pontardawe
 Pontypool

Rural District Councils (Continued)

- *Rhayader
- *Ruthin
- *St. Asaph
- *Teifside
- *Tregaron
- Twrcelyn
- *Valley
- *Vaynor and Penderyn
- *Wrexham
- *Ystradgynlais

Associations of Parish Councils

- *Anglesey
- *Breconshire
- *Caernarvonshire
- *Cardiganshire
- *Carmarthenshire
- *Denbighshire
- *Flintshire
- *Glamorgan
- *Merioneth
- *Monmouthshire
- *Montgomeryshire
- *Pembrokeshire
- *Radnorshire

National Organisations

- Association of British Chambers of Commerce
- Association of Teachers in Secondary Schools
- *Association of Teachers in Technical Institutions
- Association of University Teachers
- Association of Welsh Executive Councils
- Automobile Association
- British Association of Residential Settlements
- British Dental Association
- British Employers' Confederation
- British Medical Association
- British Red Cross Society
- British Transport Commission
- Churches Main Committee
- Civic Trust
- Commons, Open Spaces and Footpaths Preservation Society

National Organisations (Continued)

- Co-operative Union Limited
- Council for the Preservation of Rural Wales
- Council for Wales and Monmouthshire
- Council of Social Service for Wales and Monmouthshire
- Council of the University of Wales
- *Development Corporation for Wales
- Farmers' Union of Wales
- Federation of British Industries
- Industrial Association of Wales and Monmouthshire
- *Institute of Almoners
- Institute of Community Studies
- Institute of Housing
- Institute of Traffic Administration
- Institute of Transport
- Institution of Civil Engineers
- Institution of Highway Engineers
- Joint Committee of the Four Secondary Associations
- Joint Committee of the Four Secondary Associations for Wales and Monmouthshire
- Law Society
- Library Association
- Magistrates' Association
- Multiple Shops Federation
- *National and Local Government Officers Association
- *National Association of Schoolmasters
- National Association of Youth Service Officers
- National Chamber of Trade
- National Council of Family Case Work Agencies
- National Council of Women of Great Britain
- National Farmers' Union
- National Federation of Housing Societies
- National Federation of Women's Institutes
- National Housing and Town Planning Council

National Organisations (Continued)

National League of the Blind
National Playing Fields
Association
National Society for the
Prevention of Cruelty to
Children
National Trust
National Union of
Manufacturers Inc.
National Union of Public
Employees
*National Union of Teachers
National Union of Townswomen's
Guilds
Public Economy Association
(Wales and Monmouthshire)
Queens Institute of District
Nursing
Retail Distributors
Association Inc.
Royal Automobile Club
Royal College of Midwives
Royal College of Nursing
Royal Institute of British
Architects
Royal Institute of Public
Administration
Royal Institute of Public
Health and Hygiene
Royal Institution of Chartered
Surveyors
*Royal National Institute for
the Blind
St. John Ambulance Brigade
*Town Planning Institute
Transport Users Consultative
Committee for Wales and
Monmouthshire
Undeb Cymru Fydd
Urdd Gobaith Cymru
Wales and Monmouthshire
Industrial Estates Ltd.
Wales and Monmouthshire
Regional Council for the Blind
Wales Gas Board
Wales Gas Consultative Council
Welsh Board for Industry

National Organisations (Continued)

Welsh Counties Committee
Welsh Hospitals and Health
Services Association
Welsh Joint Education Committee
Welsh Land Settlement Society
Ltd.
Welsh National Council of
Y.M.C.A.'s
Welsh Tourist and Holidays
Board
Welsh Town Planning and
Housing Trust
Welsh Traders Association Ltd.
Workers' Educational Association
*Women's Voluntary Service for
Civil Defence
Young Men's Christian
Association National Council
Young Women's Christian
Association of Great Britain

Local Organisations

Aberaeron Citizens' Advice
Bureau
Aberbargoed, Pengam and Cefn
Trades and Labour Council
Abercarn Trades Council and
Labour Party
Aberdare Citizens' Advice Bureau
Aberdare Trades and Labour
Council
Abergavenny Trades Council and
Labour Party
Abertillery and District Water
Board
Abertillery Trades Council
Aberystwyth and District Trades
Council
Ammanford, Llandeibie and
District Trades Council and
Local Labour Party
Amman Valley Joint Sewerage
Board
Anglesey Branch, National and
Local Government Officers
Association
*Anglesey Executive Council—
National Health Service

Local Organisations (Continued)

- *Anglesey Federation of Women's Institutes
- *Anglesey Rural Community Council
- Bangor, Beaumaris and District Trades Council
- Bangor Citizens' Advice Bureau
- Bargoed Citizens' Advice Bureau
- Barry and District Trades Council
- Bebington Trades Council
- Bedwas and Machen Trades Council and Labour Party
- Birkenhead Trades Council
- Blackwood Trades and Labour Council
- Blaenavon Trades Council
- Brecon Citizens' Advice Bureau
- Breconshire Executive Council—National Health Service
- Breconshire Rural Community Council
- Brynmawr Trades Council
- Buckley and District Trades Council
- Builth and District Water Board
- Burry Port Trades Council
- Buttington Burial Board
- Caernarvon Citizens' Advice Bureau
- Caernarvonshire Executive Council—National Health Service
- Caernarvonshire Federation of Women's Institutes
- *Caernarvonshire Rural Community Council
- Caerphilly Constituency Labour Party and Trades Council
- Caldicot and Wentlooge Levels Joint Drainage Board
- Cardiff Citizens' Advice Bureau
- *Cardiff Executive Council—National Health Service
- Cardiff Trades Council
- Cardiganshire Executive Council—National Health Service
- Cardiganshire Rural Community Council

Local Organisations (Continued)

- Carmarthen Citizens' Advice Bureau
- *Carmarthenshire Executive Council—National Health Service
- Carmarthenshire Rural Community Council
- Carmarthen Trades and Labour Council
- Cefn Mawr Citizens' Advice Bureau
- Chepstow Trades Council
- Chepstow Water Company
- Chester Trades Council and Divisional Labour Party
- Colwyn Bay and District Trades Council
- Colwyn Bay Citizens' Advice Bureau
- Congleton and District Trades Council and Labour Party
- Conway and Colwyn Bay Joint Water Supply Board
- Crewe Labour Party and Trades Council
- Cwmbrân Development Corporation
- Dee and Clwyd River Board
- Deeside Trades Council
- Denbigh Trades Council
- Denbigh Water Company
- Denbighshire and Flintshire Executive Council—National Health Service
- Denbighshire Federation of Women's Institutes
- Denbighshire Rural Community Council
- Dowlais Citizens' Advice Bureau
- Eastern Valleys (Mon.) Joint Sewerage Board
- Ebbw Vale Trades Council and Labour Party
- Ellesmere Port Trades Council
- Flint Trades Council
- Flintshire Federation of Women's Institutes
- Forest of Dean Trades Council

Local Organisations (Continued)

Glamorgan Executive Council—
National Health Service
Glamorgan Federation of Trades
Councils
Glamorgan River Board
Gwendraeth Trades Council
Gwynedd Police Authority
Gwynedd River Board
Haverfordwest Citizens' Advice
Bureau
Haverfordwest and District
Trades Council
Hawarden and District Water
Company
*Holyhead Trades Council
Hoylelake and District Trades
Council
Llandudno Citizens' Advice
Bureau
Llanelly and District Trades
Council
Llangefni, Holyhead and Amlwch
Citizens' Advice Bureau
Llangorse Commissioners of
Sewers
Llanidloes and District Trades
Council
Llantrisant and Llantwit Fardre
Trades Council and Labour
Party
Llyn Conwy Water Board
Loughor Joint Water Board
Lower Wye Internal Drainage
Board
Merioneth Citizens' Advice
Bureau
*Merioneth Rural Community
Council
*Merionethshire Executive Council
—National Health Service
Merionethshire Federation of
Women's Institutes
Merseyside and North Wales
Electricity Board
Merseyside and North Wales
Electricity Consultative Council
Merthyr Tydfil Executive Council
—National Health Service

Local Organisations (Continued)

Merthyr Tydfil Trades Council and
Labour Party
Mid-Glamorgan Trades Council
Mid-Glamorgan Water Board
Midlands Electricity Board
Midlands Electricity Consultative
Council
*Mid-Wales Police Authority
Milford Haven Trades Council
Monmouth Federation of Trades
Councils
Monmouth Trades Council
Monmouthshire and Newport
Executive Council—National
Health Service
Monmouthshire Rural Community
Council
Montgomeryshire Executive
Council—National Health
Service
Montgomeryshire Federation of
Women's Institutes
Montgomeryshire Rural
Community Council
Mountain Ash and District Trades
Council and Labour Party
Mynyddislwyn Trades Council
and Labour Party
Nantyglo and Blaina Trades
Council
National Coal Board, North
Western Division
National Coal Board, South
Western Division
Neath and District Trades Council
Newport Citizens' Advice Bureau
Newport (Mon.) Trades Council
Newtown and District Trades
Council
Newtown Citizens' Advice Bureau
New Tredegar Trades Council
North Wales and Cheshire
Federation of Trades Councils
North Wales T.U.C. Regional
Advisory Committee
North Western Gas Board
North Western Gas Consultative
Council
Northwich Trades Council

Local Organisations (Continued)

Pembroke and District Trades Council
Pembrokeshire Executive Council
—National Health Service
Pembrokeshire Rural Community Council
Penarth Citizens' Advice Bureau
Penarth Trades Council and Labour Party
Penybont Main Sewerage Board
Pontardulais and District Trades Council
Pontypool and District Water Company
Pontypool Trades Council
Pontypridd and Rhondda Joint Water Board
Pontypridd Burial Board and Cremation Authority
Pontypridd Trades Council and Labour Party
Portmadoc Trades Council
Portmadoc Waterworks Company
Port Talbot Borough Labour Party and Trades Council
Powysland Internal Drainage Board
Prescelly Joint Water Board
Pwllheli and District Trades Council
Radnorshire Executive Council—National Health Service
Radnorshire Rural Community Council
Rhondda Borough Labour Party and Trades Council
Rhyl and District Trades Council
Rhymney Valley Sewerage Board
Rhymney Valley Water Board
Risca Citizens' Advice Bureau
Risca Trades and Labour Council
Runcorn and District Trades Council
Ruthin Citizens' Advice Bureau
Sandbach Trades Council
Severn River Board
Shotton Citizens' Advice Bureau
South Cardiganshire Water Board

Local Organisations (Continued)

South Wales Electricity Board
South Wales Electricity Consultative Council
South Wales Institute of Architects
South Wales T.U.C. Regional Advisory Committee
South West Wales River Board
Swansea and District Trades Council
Swansea Citizens' Advice Bureau
Swansea Executive Council—National Health Service
Swansea Valley Trades Council
Taf Fechan Water Supply Board
Traffic Commissioners, North Western Traffic Area
Traffic Commissioners, South Wales Traffic Area
Trealaw Citizens' Advice Bureau
Tredegar Trades Council
University College of North Wales, Bangor
University College of South Wales and Monmouthshire, Cardiff
University College of Swansea
University College of Wales, Aberystwyth
Usk River Board
Wallasey Trades Council and Labour Party
Welshpool Citizens' Advice Bureau
West Wales Federation of Trades Councils
Western Valleys (Mon.) Sewerage Board
Wrexham and District Chamber of Trade and Commerce
Wrexham and East Denbighshire Water Company
Wrexham Citizens' Advice Bureau
*Wrexham Trades' Council and Divisional Labour Party
Wye River Board
Yspytty Ifan Burial Board
Ystradfydwg and Pontypridd Main Sewerage Board

**B. OTHER AUTHORITIES AND INTERESTED
ORGANISATIONS WHOSE VIEWS WERE
FORWARDED TO THE COMMISSION**

Parish Councils and Parish Meetings

Breconshire

Penderyn
Tregoyd and Velindre

Cardiganshire

Llandygwydd
Llangoedmore
Verwig

Denbighshire

Broughton
Cefn
Cerrigydrudion
Derwen
Gwersyllt
Holt
Isycoed
Llanarmon Mynydd Mawr
Llandegla
Llandyrnog
Llangedwyn
Llangollen Rural
Llanferres
Llanfihangel Glyn Myfyr
Llanrhaeadr yn Mochnant
Llansantffraid Glan Conway
Llansilin
Llay
Penycae
Pentrefoelas
Rhosllanerchrugog

Flintshire

Mold Rural
Overton

Glamorgan

Bonvilston
Coedffranc
Dylais Higher
Lavernock
Leckwith
Lisvane
Llancarfan
Llanedeyrn

Glamorgan (Continued)

Llanfedw
Llanguicke
Llantrisant
Llantrithyd
Mawr
Michaelstone-le-Pit
Pendoylan
Penmark
Pentyrch
Peterston-super-Ely
Porthkerry
Radyr
Rhigos
Rhyndwyclydach
Rudry
St. Andrews Major
St. Brides-super-Ely
St. Fagans
St. Lythans
St. Nicholas
Sully
Wenvoe
Whitchurch (Glam.)
Van

Merioneth

Llanfor
Talyllyn

Monmouthshire

Bettws
Lower Machen
Michaelstone-y-Fedw
Rogerstone
St. Mellons

Montgomeryshire

Llanrhaeadr-ym-Mochnant
Llanwrin

Associations of Parish Councils

Llandeilo Area Committee of the
Parish Councils Association
North Wales Association of Parish
Councils

Other Organisations

Aberporth Residents
Aberthaw and Bristol Channel
Portland Cement Co. Ltd.
Association of Public Health
Inspectors
Bishton Residents
Brecon Chamber of Trade
Caemawr Residents
Coedkernew Residents
Communist Party—Welsh
Committee
D. C. Jones Trophies
Management Committee
Denbighshire and Flintshire Local
Medical Committee
Dinas Powis and District Branch,
British Legion
Dinas Powis Golf Club Limited
Dinas Powis Lawn Tennis Club
Dinas Powis Social Service Club
Dinas Powis Women's Branch,
Barry Conservative and
Unionist Association
Dinas Powis Women's Institute
Dinas Powis Young Wives Group
Duffryn Residents
Glamorgan County Branch,
National Farmers' Union
Goldcliffe Residents
Graig Residents
Graigfelen Residents
Hackerford and Cyncoed Property
Owners' Association
Hay-on-Wye Chamber of Trade
Henllys Residents
Langstone Residents
Llandyssul and Pontwelly
Electors
Llanedeyrn Residents
Llanfedw Residents
Llanvaches Residents
Llanwern Residents
Lisvane Men's and Women's
Branches, Barry Conservative
and Unionist Association
Lisvane Ratepayers' Association
Lisvane Residents
Lisvane Women's Institute

Other Organisations (Continued)

Lisvane Young Farmers' Club
Lower Machen Residents
Magor Residents
Marshfield Residents
Merionethshire County Branch,
National Farmers' Union
Merthyr Tydfil County Borough
Federated Chambers of Trade
Michaelston-le-Pit Parochial
Church Council
Michaelstone-y-Fedw Residents
Monmouthshire County Branch,
National Farmers' Union
Monsanto Chemicals Ltd.
Morganstown Residents
Penarth and District Chamber of
Trade
Pendoylan Residents
Penhow Residents
Pentyrch Residents
Peterston-super-Ely Residents
Peterston-super-Ely Women's
Institute
Porth and District Ratepayers
Association
Radyr and Morganstown
Women's Institute
Radyr Residents
Redwick Residents
Rhiwbina Memorial Hall and
Community Association
Rhiwbina Townswomen's Guild
Rhiwbina Women's Branch,
Barry Conservative and
Unionist Association
Rhondda Area Committee of the
Communist Party
Rhondda Branch, National and
Local Government Officers
Association
Rhondda Branch, National
Union of Public Employees
Rhondda Class Teachers'
Association
Rhondda Federated Chambers
of Trade
Rhondda Headteachers'
Association

Other Organisations (Continued)

Rhondda Schoolmasters'
Association, National
Association of Schoolmasters
Rhondda Teachers' Association,
National Union of Teachers
Rhoose and District Social Club
and Institute
Rhoose Women's Institute
Rhydri Women's Institute
Rhydygwern Residents
Rogerstone Residents
Rudry Residents
St. Andrews Major Residents
St. Andrews Parish Church
Congregation
St. Brides-super-Ely Residents
St. Fagans Residents
St. Fagans Women's Institute
St. George-super-Ely Residents
St. Mellons Residents
St. Peter's Church, Dinas Powis
Sully Cricket Club
Sully Church Society
Sully Ladies Bowls Section
Sully Parish Church
Sully Residents
Sully Tennis Club

Sully Women's Branch, Barry
Conservative and Unionist
Association
Sully Women's Institute
Sully Young Wives Group
Treoda (Whitchurch)
Townswomen's Guild
Treoda Women's Branch, Barry
Conservative and Unionist
Association
Turner and Newall Ltd.
Van Residents
Velindre Ward Women's Branch,
Barry Conservative and
Unionist Association
Verwig Residents
Whitchurch (Glam.) Grammar
School Parents' Association
Whitchurch Labour Party
Whitchurch Residents
Whitchurch Young Conservative
Branch, Barry Conservative
and Unionist Association
Whitson Residents
Wilcrick Residents
Ynysymond Residents

Representations on the Draft Proposals

A. LOCAL AUTHORITIES AND OTHER BODIES WHO
WERE REPRESENTED AT ONE OR MORE OF
THE STATUTORY CONFERENCES

(*Indicates that written representations were also received)

County Councils

- *Anglesey
- *Breconshire
- *Caernarvonshire
- *Cardiganshire
- *Carmarthenshire
- *Denbighshire
- *Flintshire
- *Glamorgan
- *Merioneth
- *Monmouthshire
- *Montgomeryshire
- *Pembrokeshire
- *Radnorshire

County Borough Councils

- *Cardiff
- *Merthyr Tydfil
- *Newport
- *Swansea

Borough Councils

- *Abergavenny
- *Aberystwyth
- *Bangor
- Barry
- *Beaumaris
- *Brecon
- Caernarvon
- *Cardigan
- *Carmarthen
- *Colwyn Bay
- *Conway
- Cowbridge
- *Flint
- *Haverfordwest
- Kidwelly
- Lampeter
- Llandovery
- Llanfyllin
- *Llanidloes

Borough Councils (Continued)

- *Monmouth
- *Montgomery
- *Pembroke
- Pwllheli
- *Rhondda
- *Ruthin
- *Tenby
- Welshpool
- *Wrexham

Urban District Councils

- Abercarn
- Aberdare
- *Abergele
- *Amlwch
- Ammanford
- *Barmouth
- *Bedwas and Machen
- *Bedwellty
- *Bethesda
- *Betws-y-Coed
- *Brynmawr
- *Buckley
- Builth Wells
- Burry Port
- *Caerleon
- *Caerphilly
- Chepstow
- *Connah's Quay
- Criccieth
- Cwmnamman
- Cwmbrân
- *Dolgellau
- Ebbw Vale
- *Ffestiniog
- Fishguard and Goodwick
- *Gelligaer
- *Hay
- *Holyhead
- *Holywell

Urban District Councils (Continued)

Llandoilo
*Llandrindod Wells
*Llandudno
Llanfairfechan
*Llangefni
Llangollen
*Llanrwst
*Llanwrtyd Wells
Llwchwr
*Machynlleth
*Menai Bridge
*Milford Haven
*Mold
Mynyddislwyn
*Nantyglo and Blaina
Newcastle Emlyn
*New Quay
*Newtown and Llanllwchaiarn
*Neyland
*Penarth
Penmaenmawr
Portmadoc
*Prestatyn
Rhyl
*Rhymney
Risca
Tredegar
Usk

Rural District Councils

Abergavenny
Aberystwyth
*Aethwy
*Aled
*Brecknock
*Builth
*Cardiff
*Carmarthen
*Ceiriog
Cemaes
Chepstow
*Colwyn
Cowbridge
*Crickhowell
*Deudraeth
*Dolgellau
*Edeyrnion
*Forden
*Gower

Rural District Councils (Continued)

*Gwyrfa
*Haverfordwest
*Hawarden
*Hay
*Hiraethog
*Holywell
*Knighton
*Llandoilo
*Llanelty
Llanfyllin
*Llantrisant and Llantwit Fardre
*Lleyn
*Machynlleth
*Maelor
*Magor and St. Mellons
*Nant Conway
*Narberth
*Neath
Newcastle-Emlyn
*Ogwen
*Painscastle
*Pembroke
*Penllyn
*Pontardawe
Pontypool
*Rhayader
*Ruthin
*St. Asaph
*Teifiside
*Tregaron
*Twrcelyn
*Valley
*Vaynor and Penderyn
*Wrexham
Ystradgynlais

*Parish Councils' Associations and
Parish Councils*

*Anglesey Association of Parish
Councils
*Breconshire Association of Parish
Councils
Cray Parish Council
*Vaynor Parish Council
*Ystradfelite Parish Council
*Caernarvonshire Association of
Parish Councils
*Cardiganshire Association of
Parish Councils

*Parish Councils' Associations and
Parish Councils (Continued)*

- *Carmarthenshire Association of
Parish Councils
Betws Parish Council
- *Quarter Bach Parish Council
- *Denbighshire Association of
Parish Councils
- *Llangollen Rural Parish Council
- *Llansantffraid Glan Conway
Parish Council
- *Flintshire Association of Parish
Councils
- *Glamorgan Association of Parish
Councils
- *Coedffranc Parish Council
- *Lisvane Parish Council
- *Llanedeyrn Parish Council
- *Mawr Parish Council
- *Penmark Parish Council
- *Porthkerry Parish Council
- *Rhyndwyclydach Parish
Council
- Sully Parish Council
- *Whitchurch (Glam.) Parish
Council
- *Merioneth Association of Parish
Councils
- Llanfor Parish Council
- Monmouthshire Association of
Parish Councils
- *Bettws Parish Council
- *Duffryn Parish Council
- *Nash Parish Council
- *Rogerstone Parish Council
- *St. Mellons Parish Council
- Montgomeryshire Association of
Parish Councils
- *Pembrokeshire Association of
Parish Councils

Other Bodies (National and Local)

- Aberdare and District Industrial
Development Committee
- Aberystwyth and District Trades
Council
- Ammanford, Llandeby and
District Trades Council and
Local Labour Party

*Other Bodies (National and Local)
(Continued)*

- *Anglesey County Branch,
Farmers' Union of Wales
- *Anglesey Executive Council—
National Health Service
- *Anglesey Rural Community
Council
- Bangor, Beaumaris and
District Trades Council
- *Barry Conservative and Unionist
Association
- *Brecon and District Ratepayers
Association
- Brecon Chamber of Trade
- *Brecon County Federation of
Young Farmers' Clubs
- *Breconshire and Radnorshire
County Branch, National
Farmers' Union
- *Breconshire Drama Federation
- *Breconshire Executive Council—
National Health Service
- *Breconshire Federation of
Women's Institutes
- Breconshire Local Medical
Committee
- *Breconshire Rural Community
Council
- *Builth and District Water Board
- *Caernarwr Residents' Committee
- Caernarvonshire Citizens' Advice
Bureau
- *Caernarvonshire Executive
Council—National Health
Service
- *Caernarvonshire Federation of
Women's Institutes
- Caernarvonshire Rural
Community Council
- Cardiff Executive Council—
National Health Service
- Cardiff North Conservative and
Unionist Association
- Cardiff West Conservative and
Unionist Association
- Cardiganshire Federation of
Women's Institutes
- Cardiganshire Rural Community
Council

Other Bodies (National and Local)
(Continued)

- Carmarthen Division,
Conservative and Unionist
Association
- Carmarthenshire Citizens' Advice
Bureau
- Carmarthenshire Community
Council
- *Carmarthenshire Executive
Council—National Health
Service
- Carmarthenshire Federation of
Women's Institutes
- *Carmarthenshire Local Medical
Committee
- Chepstow Trades Council
- Chester and District Trades
Council
- *Coldra and Christchurch
Residents' Association
- Colwyn Bay and Llandudno
Junction Co-operative Society
- *Colwyn Bay, Llandudno and
District Trades' Council
- Conway and Colwyn Bay Joint
Water Supply Board
- Conway Constituency
Conservative and Unionist
Association
- Council of Social Service for
Wales and Mon.
- Denbigh Parliamentary Division
Conservative Association
- Denbighshire Rural Community
Council
- Dinas Powis Women's Institute
- *Dowlais Chamber of Trade and
Commerce
- *Dowlais Free Church Council
- East Denbighshire and
Flintshire Division, British
Medical Association
- East Flintshire Division
Conservative and Unionist
Association
- Federation of British Industries
- *Flint and District Trades Council
- Glaes Protest Committee

Other Bodies (National and Local)
(Continued)

- *Glamorgan County Branch,
National Farmers' Union
- Glamorgan Federation of
Women's Institutes
- *Graigfelen Residents' Committee
- Gwynedd Police Authority
- Hay-on-Wye Chamber of Trade
- *Holyhead Trades Council
- *Liberal Party of Wales
- *Library Association
- *Llyn Conway Water Board
- Loughor Joint Water Board
- *Merioneth Conservative and
Unionist Association
- *Merioneth County Branch,
National Farmers' Union
- *Merioneth Rural Community
Council
- *Merionethshire Executive
Council—National Health
Service
- *Merthyr Borough Old People's
Welfare Committee
- *Merthyr Tydfil Auctioneers'
Association
- *Merthyr Tydfil Branch,
N.A.L.G.O.
- *Merthyr Tydfil Chamber of
Trade and Commerce
- *Merthyr Tydfil Executive Council
—National Health Service
- *Merthyr Tydfil Local Association
of the Joint Four Secondary
Associations
- *Merthyr Tydfil Trades Council
and Local Labour Party
- Monmouthshire and Newport
Executive Council—National
Health Service
- *Monmouthshire County Branch,
National Farmers' Union
- *Monmouthshire Federation of
Trades and Labour Councils
- Monmouthshire Federation of
Women's Institutes
- *Monmouthshire Rural
Community Council
- *Monmouth Unionist Association

Other Bodies (National and Local)
(Continued)

- Montgomeryshire Citizens' Advice Bureau
- *Montgomeryshire Conservative and Unionist Association
- *Montgomeryshire County Branch, National Farmers' Union
- Montgomeryshire Rural Community Council
- N.A.L.G.O.
- *National Association of Schoolmasters
- National Union of Public Employees
- National Union of Teachers
- *Newport Conservative and Unionist Association
- *North Western Division, National Coal Board
- Pembrokeshire Conservative and Unionist Association
- *Pembrokeshire Federation of Women's Institutes
- Penarth Citizens' Advice Bureau
- *Plaid Cymru
- Pontypridd Burial Board and Cremation Authority
- *Prescelly Water Board
- *Public Economy Association (Wales and Mon.)
- *Radnorshire Federation of Women's Institutes
- Risca Trades and Labour Council
- South East Breconshire Water Board

Other Bodies (National and Local)
(Continued)

- *South West Wales Division, British Medical Association
- South West Wales River Board
- Sully Church Society
- Sully Young Wives Group
- Swansea and District Trades Council
- Usk River Board
- Velindre Branch, Barry Conservative and Unionist Association
- *Wales and Monmouthshire Conservative and Unionist Council
- *Welsh Committee of the Communist Party
- Welsh Council of Labour
- Welsh National Council of Y.M.C.A.'s
- *Whitchurch (Glam.) Grammar School Parents' Association
- *Whitchurch Labour Party
- Wrexham and District Chamber of Trade and Commerce
- Wrexham Division, Conservative and National Liberal Association
- Wrexham and East Denbighshire Liberal Association
- *Wrexham Trades' Council and Divisional Labour Party
- *Ynystawe and District Community Centre Association
- *Ynystawe Residents' Committee

**B. LOCAL AUTHORITIES AND OTHER BODIES WHO
SUBMITTED WRITTEN REPRESENTATIONS BUT
WERE NOT REPRESENTED AT THE
STATUTORY CONFERENCES**

Borough Councils

Denbigh
Llanelly

Urban District Councils

Aberayron
Bala

Urban District Councils (Continued)

Knighton
Pontypridd
Presteigne
Towyn

Rural District Council

New Radnor

Association of Parish Councils

Radnorshire

Parish Councils and Meetings

Breconshire

Cantref
Glyntawe
Llandulas
Penderyn

Caernarvonshire

Eidda

Denbighshire

Eglwysbach
Llanarmon-yn-Ial
Tir Ifan

Flintshire

Overton
West Saltney

Glamorgan

Peterston-super-Ely

Merioneth

Llanegryn

Other Bodies (National and Local)

Aberystwyth and District Trades
Council
Anglesey Conservative Association
Anglesey Divisional Labour Party
Bargoed Branch, National Union
of General and Municipal
Workers
Buckley, Mold and District
Trades Council
Caerleon Area Committee,
Monmouth Unionist
Association

*Other Bodies (National and Local)
(Continued)*

Cardiganshire Executive Council
—National Health Service
Carmarthenshire and
Cardiganshire Police Authority
Chepstow Society
Christchurch Women's Branch,
Monmouth Unionist
Association
Christchurch Women's Institute
Conway Constituency Labour
Party
Dowlais I.C.I. Branch, Transport
and General Workers Union
Glamorgan County (Council)
Association, National Union of
Teachers
Hendy and Fforest Protest
Committee
Liberal Party Local Government
Committee
Merthyr and Monmouthshire
District Committee,
Amalgamated Union of
Building Trade Workers
Merthyr Borough and District
Licensed Victuallers'
Association
Merthyr Branch, Amalgamated
Engineering Union
Merthyr Branch, Amalgamated
Union of Building Trade
Workers
Merthyr Hebrew Congregation
Merthyr Tydfil and District
Grocers' Association
Merthyr Tydfil Association,
National Union of Teachers
Merthyr Tydfil Branch, National
Union of Railwaymen
Merthyr Tydfil Deanery Clergy
Merthyr Tydfil Cyfarthfa Ward
Labour Party
Merthyr Tydfil Headteachers'
Association
Merthyr Tydfil Plymouth Ward,
Labour Party
Merthyr Tydfil Rotary Club
Merthyr Vale Ward Labour Party

Other Bodies (National and Local)
(Continued)

Montgomery County Liberal
Association
National Association of Parish
Councils
National College for the Training
of Youth Leaders
New Tredegar Trades Council
and Labour Party
North Wales Architectural Society
No. 4 Divisional Office,
Amalgamated Union of
Building Trade Workers
Pembrokeshire County
Association, National Union of
Teachers
Pembrokeshire Local Medical
Committee
Penarth Ex-Servicemen's Club
and Institute Ltd.

Other Bodies (National and Local)
(Continued)

Penarth Yacht Club
Pontlottyn Branch, British Legion
Rhyl Ratepayers' Association
St. Benedict's Catholic Church,
Merthyr Tydfil
St. Illtyd's Catholic Church,
Merthyr Tydfil
St. Mary's Catholic Church,
Merthyr Tydfil
Swansea Executive Council—
National Health Service
Swansea Welsh School
Parents' Association
Undeb Cymru Fydd
West Wales Federation of
Trades Councils
Ynysfach College of Further
Education (Staff)

Claim of Cardiff County Borough Council

Cardiff County Borough Council proposed that the county borough should be extended by the inclusion of the following areas:

County District and Parish (1)	Acreage (2)	Population (3)	Rateable Value (4)
Penarth Urban District	2,122	19,200	£ 240,557
<i>Cardiff Rural District:</i>			
Lavernock	649	78	5,036
Llanedeyrn	2,683	881	14,625
Lisvane	2,603	872	20,292
Whitchurch	3,376	22,948	294,461
Radyr	1,569	1,599	20,623
Leckwith	978	94	1,126
Michaelstone-le-plit	1,166	235	3,580
St. Georges	1,024	250	1,801
St. Fagans	2,363	356	9,171
Wenvoe (part)	622	20	100 } Est. }
Pentyrch (part)	21	—	—
St. Andrews (part)	1,825	2,846	35,000 } Est. }
Sully (part)	257	20	750 } Est. }
Llanfedw (part)	2,453	150	1,500 } Est. }
Rudry (part)	50	—	—
Totals for Cardiff Rural District ..	21,639	30,349	408,065
<i>Magor and St. Mellons Rural District:</i>			
St. Mellons	1,969	964	11,322
Marshfield	1,273	890	11,927
Michaelstone-y-Fedw	1,093	187	1,733
Peterstone Wentlooge	2,082	161	1,194
St. Brides Wentlooge (part)	107	13	50
Totals for Magor and St. Mellons Rural District	6,524	2,215	26,226
Totals	30,285	51,764	674,848

NOTE: The figures are those supplied by Cardiff County Borough Council at the time their proposal was submitted (April, 1959).

Claim of Newport County Borough Council

Newport County Borough Council originally proposed that the county borough should be extended by the inclusion of the following areas:

County District (1)	Acreage (2)	Population (3)	Rateable Value (4)
Caerleon Urban District	3,155	3,980	£ 42,071
Cwmbrân Urban District (part)	427	220	3,700
Magor and St. Mellons Rural District (part)	20,510	5,548	154,823
Totals	24,092	9,748	200,594

The County Borough Council later submitted proposals for an alternative boundary to the south-west of Newport which had the effect of reducing the area proposed for inclusion to the following:

County District and Parish (1)	Acreage (2)	Population (3)	Rateable Value (4)
Caerleon Urban District	3,155	3,980	£ 42,071
Cwmbrân Urban District (part)	427	220	3,700
<i>Magor and St. Mellons Rural District:</i>			
Bettws	1,420	143	2,214
Bishton	1,392	236	1,015
Goldcliffe	2,189	221	1,494
Llanwern	1,536	300	4,433
Nash	2,547	307	95,614
Whitson	1,086	72	520
Langstone (part)	1,013	800	8,357
Duffryn (part)	1,255	100	6,264
Graig (part)	334	230	3,647
Redwick (part)	152	—	—
Rogerstone (part)	406	1,320	13,060
Wilcrick (part)	23	—	—
Llanmartin (part)	677	143	948
St. Brides (part)	1,039	110	900
Totals for Magor and St. Mellons Rural District	15,069	3,982	138,466
Totals	18,651	8,182	184,237

NOTE: The figures are those supplied by Newport County Borough Council at the time their proposals were submitted (May and June, 1959, respectively).

The rateable value of the steelworks (expected to be about £1 million initially) is not included above.

Claim of Merthyr Tydfil County Borough Council

Merthyr Tydfil County Borough Council proposed that the county borough should be extended by the addition of the following areas:

County District and Parish (1)	Acreage (2)	Population (3)	Rateable Value (4)
			£
<i>Vaynor and Penderyn Rural District:</i>			
Vaynor (part)	1,864	3,476	26,018
Penderyn (part)	390	14	54
Totals for Vaynor and Penderyn Rural District	2,254	3,490	26,072
<i>Brecknock Rural District:</i>			
Llandetty (part)	1.35	—	—
Totals	2,255.35	3,490	26,072

NOTE: The figures are those supplied by Merthyr Tydfil County Borough Council at the time their proposal was submitted (May, 1959).

Claim of Rhondda Borough Council

Rhondda Borough Council proposed that the borough should become a county borough and should be extended by the addition of the following areas:

County District and Parish (1)	Acreage (2)	Population (3)	Rateable Value (4)
Aberdare Urban District (part)	39	12	£ 20
Pontypridd Urban District (part)	42	800	2,641
<i>Llantrisant and Llantwit Fardre Rural District:</i> Llantrisant	153	1,512	1,914
Totals	234	2,324	7,575

NOTE: The Borough Council also proposed that an area of approximately 150 acres at Gilfach Goch should be ceded to the Llantrisant and Llantwit Fardre Rural District.

The figures are those supplied by the Rhondda Borough Council at the time their proposal was submitted (May, 1959).

Claim of Wrexham Borough Council

Wrexham Borough Council proposed that the borough should become a county borough and should be extended by the addition of the following areas:

County District and Parish (1)	Acreage (2)	Population (3)	Rateable Value (4)
			£
<i>Hawarden Rural District:</i>			
Marford and Hoseley	650	620	7,436
Wrexham Rural District (excluding only the parishes of Llantysilio and Llangollen Rural)	57,254	59,260	495,264
Totals	57,904	59,880	502,700

NOTE: The figures are those supplied by the Wrexham Borough Council at the time their proposal was submitted (May, 1960).

Welsh Counties

Appendix X

Expenditures per head* on Seven Main Services (1960-61)

County (in ascending order of population)	Education		Health		Aged and Infirm		Children		Highways		Fire		Police		Other Services†		Total Expenditure‡	
	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)	per head average (£)	Com- parison with average (%)
Radnorshire	23.52	+27	2.90	+39	0.76	+36	0.49	+9	15.79	+277	1.03	+87	2.98	+47	5.64	+132	50.40	+73
Merioneth	19.36	+6	1.30	+1	0.62	+11	0.41	-9	16.13	+286	0.54	-2	1.87	-8	2.89	+71	45.23	+46
Montgomeryshire ..	24.12	+32	1.63	+5	0.70	+25	0.18	-60	12.71	+204	0.45	-18	2.33	+15	2.89	+84	45.06	+54
Anglesey	18.03	-1	1.51	-4	0.43	-23	0.17	-62	5.61	+34	0.60	+9	1.66	-18	3.98	+154	31.99	+10
Cardiganshire	20.44	+12	2.24	+43	0.82	+46	0.37	-18	8.16	+95	0.52	-5	1.83	-10	2.18	+39	36.57	+25
Ironbridge	21.44	+20	1.66	+23	0.70	+25	0.56	+24	7.76	+85	0.50	-9	2.61	+29	2.18	+39	36.57	+25
Pembrokeshire	19.48	+7	1.35	-14	0.50	-11	0.22	-51	5.66	+35	0.54	-2	2.35	+16	2.06	+31	32.18	+10
Carmarthen	17.44	-4	1.49	+5	0.57	+2	0.30	-33	5.78	+38	0.54	-2	1.99	-2	1.88	+19	29.99	+3
Flintshire	16.01	-12	1.41	-10	0.48	-14	0.20	-47	4.34	+4	0.63	+15	1.87	-8	1.56	-1	26.53	-9
Carmarthenshire	19.47	+7	1.37	..	0.49	-12	0.20	-33	5.16	+23	0.56	+2	2.02	..	1.49	-5	31.06	+6
Deeside	16.89	-7	1.29	-18	0.61	+9	0.46	+2	4.35	+4	0.58	+3	1.92	-5	1.54	-2	27.64	-5
Monmouthshire	18.29	..	1.90	+21	0.47	-16	0.45	..	3.19	-24	0.53	..	1.89	-7	1.14	-27	27.87	-4
Glamorgan	17.78	-3	1.46	-7	0.60	+7	0.62	+38	1.83	-56	0.52	..	2.08	+2	1.23	-22	26.11	-10
Average†	18.25	..	1.57	..	0.56	..	0.45	..	4.19	..	0.55	..	2.03	..	1.57	..	29.17	..

Sources

The expenditures per head have been obtained by dividing the expenditure figures given in 'Financial and General Statistics of County Councils' (Society of County Treasurers) by the population figures as obtained from the Preliminary Report on the 1961 census.

* Net rate and grant borne expenditures.

† Weighted Average, i.e. the figures derived by dividing the total expenditure on a service by the total population of Welsh counties.

‡ Due to small errors caused by rounding up, the total expenditure figures do not always correspond to the sum of the figures in the separate columns.

§ This includes benefits 'Public Health', 'Small Holdings', 'Liberaries', 'Town and Country Planning', 'Land Drainage', 'Civil Defence', 'Administration of Justice' and 'All Other Services'. In the case of Anglesey it includes expenditures on water supply.

Salary Scales

A. JOINT NEGOTIATING COMMITTEE FOR CHIEF OFFICERS* OF LOCAL AUTHORITIES

The recommended salary ranges are as follows:

<i>Population</i>		<i>£</i>	<i>£</i>
Under 10,000	Between	890	and 1,340
10/15,000	"	890	" 1,485
15/20,000	"	1,115	" 1,710
20/30,000	"	1,185	" 1,860
30/45,000	"	1,335	" 2,240
45/60,000	"	1,560	" 2,470
60/75,000	"	1,860	" 2,770
75/100,000	"	2,015	" 3,150
100/150,000	"	2,320	" 3,450
150/250,000	"	2,615	" 3,750
250/400,000	"	2,995	" 4,135
400/600,000	"	3,145	" 4,505
Over 600,000	at discretion		

(Ranges operative from 1st October, 1960)

B. OFFICERS WITH SALARIES IN ACCORDANCE WITH LETTERED GRADES

<i>Scale</i>	<i>Minimum</i>	<i>Maximum</i>
	<i>£</i>	<i>£</i>
A	—	1,565
B	—	1,670
C	1,560	1,825
D	1,710	1,975
E	1,860	2,120
F	2,015	2,345
G	2,240	2,565
H	2,470	2,785
I	2,615	2,935

(Scales operative from 1st October, 1960)

C. ADMINISTRATIVE, PROFESSIONAL AND TECHNICAL DIVISIONS

A.P.T. I	£ 670 - £ 845
A.P.T. II	£ 845 - £ 995
A.P.T. III	£ 995 - £1,180
A.P.T. IV	£1,180 - £1,360
A.P.T. V	£1,360 - £1,535

(Scales operative from 1st May, 1962)

* These ranges apply only to Accountants and Treasurers, Engineers and Surveyors, Chief Education Officers and Architects.

**Schedule defining the proposed boundaries as
shown on the 2½ inch scale definitive maps**

Map No. 1	County Borough of Cardiff:	Proposed Alteration of Boundary
Map No. 2	County Borough of Newport:	Proposed Alteration of Boundary
Map No. 3	County Borough of Swansea:	Proposed Alteration of Boundary

Maps Nos. 4 to 36 Proposed New Administrative County Boundaries.

The thirty-three maps covering the proposed new administrative county boundaries are numbered consecutively. The areas covered by these maps are shown on the Summary of Proposals Map accompanying this Report.

It has been found convenient for reference purposes to divide the proposed boundary, shown on each map, into sections, and the convention has been adopted of lettering these sections progressively from south to north or from west to east.

The proposed boundaries shown on Maps Nos. 1, 2 and 3 are similarly divided into lettered sections commencing at an appropriate northerly point and proceeding around each county borough in a clockwise direction.

The proposed boundary follows:

MAP NO. 1

- A - B Northern boundary of Cardiff Corporation Water Works (Lisvane Reservoir).
- B - C Existing county borough boundary except for minor departure to coincide with centre of stream.
- C - D Existing parish boundary except for minor departures to coincide with northern verge of Rhyd-y-blewyn road and centre of Nant Fawr; centre of Nant Fawr; field boundary; centre of Nant Glandulas; field boundaries; centre of Nant Glandulas.
- D - E Existing county borough boundary.
- E - F Rear outilages of dwellings on western side of road B.4288.
- F - G Existing county borough boundary.
- G - H Field boundaries.
- H - J Existing county borough boundary.
- J - K Field boundary; northern verge of footpath and crossing road A.48.
- K - L Existing county borough boundary.
- L - M Field boundary; western side of road.
- M - N Existing county borough boundary.

- N - O Northern side of railway; western side of bridge over railway; field boundary; reens; existing parish boundary.
- O - P Existing county borough boundary.
- P - Q Reens.
- Q - R Existing county borough boundary.
- R - S Low water mark of ordinary tides; existing county borough boundary.
- S - T Existing county borough boundary.
- T - U Centre of the new course of the river Ely; continuation of fence line and field boundaries.
- U - V Existing county borough boundary except for minor departures to coincide with field boundaries and easterly side of Cwrt-yr-ala road.
- V - W Field boundary; eastern side of road; field boundaries; existing parish boundary except for minor departures to coincide with field boundaries; western verge of road and directly across Cowbridge Road (A.48).
- W - X Existing county borough boundary except for minor departure to coincide with field boundary.
- X - Y Straight line to corner of field boundary; field boundaries.
- Y - Z Existing county borough boundary except for minor departure to coincide with field boundary.
- Z - AA Face of boundary wall; side and rear curtilages of dwellings on western side of Grand Avenue and Mostyn Road.
- AA - BB Existing county borough boundary except for minor departures to coincide with field boundaries.
- BB - CC Obliquely across river Ely; field boundary and obliquely to field boundary on northern side of St. Fagans Road; field boundaries.
- CC - DD Existing county borough boundary except for minor departures to coincide with field boundaries.
- DD - EE Northern side of Pentrebane Road.
- EE - FF Existing county borough boundary except for minor departures to coincide with field boundaries.
- FF - GG Directly across railway; field boundaries; obliquely across Llantrisant road; field boundaries and directly across railway at Radyr Quarry Junction.
- GG - HH Existing county borough boundary.
- HH - JJ Existing parish boundary; field boundary; northern side of Melin-griffith Feeder; straight line to footpath; western and northern verge of footpath; western verge of Pendwyallt Road; across A.470 to field boundaries and directly across Rhiwbina Hill Road; northern boundary of Cardiff Corporation Water Works; centre of Nantcwmnofydd ; field boundaries.

- JJ - KK Field boundaries and directly across Heol-y-wenallt; field boundary on easterly side of Heol-y-wenallt; field boundaries and obliquely across Thornhill Road (A.469); southern side of Capel Gwilym Road and Cherry Orchard Road; eastern side of railway (Cherry Orchard Sidings); centre of Nant Fawr.
- KK - A Existing county borough boundary.
- JJ - LL Proposed new county boundary.

Note: The whole of the island 'Flat Holm' in the Severn Estuary, above the low water mark of ordinary tides, forms part of the Cardiff County Borough.

MAP NO. 2

- A - B Watercourse; southern verge of Belmont Hill (road) and directly across Cat's Ash Road; eastern verge of Cat's Ash Road; field boundaries.
- B - C Northern boundary of proposed Newport By-pass.
- C - D Straight line crossing Chepstow Road (A.48); existing parish boundary except for minor departure to coincide with field boundary; field boundaries.
- D - E Existing county borough boundary.
- E - F Northern and south-eastern boundary of Hartridge Wood; field boundaries; northern side of private road; western side of road; northern side of railway.
- F - G Existing county borough boundary.
- G - H Reens.
- H - J Existing county borough boundary.
- J - K Reens, and obliquely crossing Nash Road to reens; obliquely crossing road near Ashtree Farm; reens; existing parish boundary.
- K - L Low water mark of ordinary tides; existing county boundary.
- L - M Existing parish boundary to southerly point of existing county borough boundary; straight line across saltings to easterly point of reens; reens; existing parish boundary except for minor departure to coincide with centre of reens near Whitocross Farm; Blackwall reens; eastern side of road; face of boundary wall of Tredegar Park; crossing Cardiff Road (A.48) at watercourse.
- M - N Westerly boundary of proposed Newport By-pass.
- N - O Existing county borough boundary except for minor departure to coincide with field boundaries.
- O - P Field boundaries; southern side of Bettws Lane; centre of Bettws Brook; existing parish boundary except for minor departures to coincide with field boundaries and centre of stream; centre of stream; existing urban district boundary.
- P - Q Existing county borough boundary.
- Q - R Eastern side of railway; northern verge of road.
- R - A Existing county borough boundary.

MAP NO. 3

- A - B Boundary of railway land.
- B - C Existing county borough boundary.
- C - D Existing parish boundary; continuation of fence line and field boundaries; centre of Nant Glais.
- D - E Existing county borough boundary except for minor departures to coincide with field boundaries.
- E - F Centre of Crymlyn Brook.
- F - G Existing county borough boundary.
- G - H Across railway and along face of engine repair shed and across B.4290 road.
- H - J Existing county borough boundary.
- J - K Low water mark of ordinary tides and existing county borough boundary.
- K - L Existing county borough boundary except for minor departures to coincide with field boundaries.
- L - M Western side of railway.
- M - N Existing county borough boundary.
- N - O Western side of railway; crossing railway at culvert; centre of stream.
- O - P Existing county borough boundary.
- P - Q Centre of Gors-fawr Brook; centre of aqueduct and watercourse.
- Q - R Existing county borough boundary.
- R - S Existing county borough boundary except for minor departure to coincide with centre of Afon Llan; watercourse; curtilage of farm buildings; rear curtilages of dwellings; centre of stream.
- S - T Existing county borough boundary except for minor departures to coincide with field boundaries.
- T - U North-easterly side of Llangyfelach Road (B.4489).
- U - V Existing county borough boundary except for minor departures to coincide with field boundaries.
- V - W Western side of road and crossing to eastern side at junction with A.48; obliquely across Llangyfelach Road (A.48).
- W - X Existing county borough boundary except for minor departures to coincide with field boundaries.
- X - Y South-western side of road.
- Y - Z Existing county borough boundary except for minor departures to coincide with field boundaries.
- Z - AA Northern side of road.
- AA - A Existing county borough boundary except for minor departures to coincide with field boundaries and northern side of Clydach Road (A.4067).

MAP NO. 4

- A - B Existing county boundary.
- B - C Low water mark of ordinary tides.
- C - D Straight line, extended to low water mark of ordinary tides, between Whiteford Lighthouse and the intersection of lines (Map No. 5) drawn between four trigonometrical stations on the mainland.

MAP NO. 5

- A - B Straight line between Whiteford Lighthouse (Map No. 4) and the intersection of lines drawn between four trigonometrical stations on the mainland.
- B - C Straight line between intersection of lines drawn between four trigonometrical stations on the mainland and existing county boundary at the Loughor Railway Bridge.
- C - D Centre of the main channel of the river Loughor.

Grid references of trigonometrical stations on Maps Nos. 4 and 5.

Eastings	Northings	
250670-07	192303-79	Cilifor Top (pillar)
249997-52	198558-63	Breakwater Jetty (block)
254413-192	195229-161	Penclawdd (pillar)
253703-01	198956-28	Railway Bridge (block)

MAP NO. 6

- A - B Centre of main channel of the river Loughor; south side of railway; east side of railway; straight line to field boundary; field boundaries and obliquely across road A.4138; field boundaries; existing parish boundary except for minor departures to coincide with western and northern side of roads; field boundary; existing parish boundary; field boundaries; western side of road; field boundaries; watercourse; existing parish boundary; field boundaries and directly crossing the A.48 road; field boundaries and directly crossing the A.483 road; eastern side of A.483 road; field boundaries.
- B - C Existing county boundary.
- C - D Watercourse; field boundaries; straight line to point on existing urban district boundary at grid reference 626078; straight line to cam at Pen-y-cwar; straight line to corner of field boundary at grid reference 646072; straight line to junction of roads north of Penlle'r-castell (Map No. 7.)

MAP NO. 7

- A - B Straight line from corner of field boundary at grid reference 646072 (Map No. 6) to junction of roads north of Penlle'r-castell; straight line directly crossing road to corner of field boundary at Banc Cwmhelen; straight line to existing county boundary at Nant Melyn.
- B - C Existing county boundary.

- C - D Straight line from existing county boundary crossing the railway to field boundaries and directly across Pontardawe Road (A.474); watercourse; field boundaries; watercourse; straight line to trigonometrical station, grid reference 735111; straight line to corner of field boundary; field boundaries; straight line to boundary stone, grid reference 740133, on existing county boundary (Map No. 8).

MAP NO. 8

- A - B Straight line from field boundary (Map No. 7) to boundary stone grid reference 740133, on existing county boundary; straight line to outfall of culvert under road A.4068; straight line to field boundary; field boundaries; straight line to junction of existing parish boundaries at Blaen Llynfell; straight line to trigonometrical station, grid reference 777214; straight line to southernmost point of Bannau Sir Gaer, grid reference 800213 (Map No. 9).

MAP NO. 9

- A - B Straight line from southernmost point of Bannau Sir Gaer, grid reference 800213, to trigonometrical station at grid reference 825217; straight line to south-western corner of Glas Fynydd forest.
- B - C Straight line to corner of dry stone boundary wall at grid reference 856224; straight line to junction of boundary walls, grid reference 866202; field boundaries; straight line to trigonometrical station at Fan-Gihirych, grid reference 880190; straight line to field boundary at Bwlch y Duwynt; field boundary.
- B - D Straight line from south-western corner of Glas Fynydd forest to Well at Bylchau Blaen-Clydach (Map No. 18).

MAP NO. 10

- A - B Field boundaries; straight line from corner of dry stone boundary wall to corner of fence north-west of Storey Arms; boundary fence; straight line to point on existing parish boundary at grid reference 990213; straight line to trigonometrical station at Pen y Fan, grid reference 012215 (Map No. 11).

MAP NO. 11

- A - B Straight line from boundary stone on existing rural district boundary at Odyn-fach (Map No. 12) to trigonometrical station at Cwar-yr-Ystrad, grid reference 086137; straight line to corner post of field boundary, grid reference 089154.
- B - C Straight line to trigonometrical station at Pant y Creigiau, grid reference 056161; straight line to boundary stone on existing parish boundary at Garn Fawr; straight line to trigonometrical station at Pen y Fan, grid reference 012215; straight line to point on existing parish boundary, grid reference 990213 (Map No. 10).
- B - D Field boundary; centre of Nant Ddu; existing rural district boundary.

MAP NO. 12

- A - B Straight line from field boundary at Gwaun-clwyd-y-fedw (Map No. 13) to trigonometrical station at Pen Garn-bugail, grid reference 100035; straight line to field boundary; watercourse; easterly side of railway.

- B - C Existing county borough boundary.
 C - D Straight line to boundary stone on existing rural district boundary at Odyn-fach; straight line to trigonometrical station at Cwar-yr-Ystrad, grid reference 086137 (Map No. 11).

MAP NO. 13

- A - B Existing urban district boundary; watercourse; field boundary; existing urban district boundary except for minor departures to coincide with field boundary and westerly side of road; westerly side of road; across road to follow field boundaries; straight line to existing county borough boundary.
 B - C Existing county borough boundary except for minor departures to coincide with field boundaries.
 C - D Straight line obliquely across road.
 D - E Existing county borough boundary except for minor departures to coincide with field boundaries.
 E - F Field boundaries; straight line to point on existing urban district boundary, grid reference 107964; existing urban district boundary except for minor departure to coincide with centre of stream; centre of Nant Caeach; field boundaries; straight line; field boundaries; straight line; field boundaries; straight line to trigonometrical station at Pen Garn-bugail, grid reference 100035 (Map No. 12).

MAP NO. 14

- A - B Field boundaries commencing at a point on the proposed Cardiff County Borough boundary at grid reference 150839; centre of stream; existing urban district boundary except for minor departures to coincide with field boundaries; field boundaries and directly crossing road; field boundaries and obliquely crossing railway near Penrhos North Junction; field boundary; crossing dismantled railway to field boundary; western side of dismantled railway, crossing the A.468 road; watercourse; field boundaries; straight line to corner of field boundary, grid reference 111885; field boundaries; existing urban district boundary except for minor departures to coincide with centre of streams and field boundaries.

MAP NO. 15

- A - B Existing rural district boundary except for minor departures to coincide with centre of stream and field boundaries; field boundaries; obliquely crossing road A.40 and curtilages of dwellings on north side of road A.40; western side of road B.4560 and crossing road to field boundary; field boundaries; straight line to corner of field boundary (Map No. 16).

MAP NO. 16

- A - B Straight line from corner of field boundary (Map No. 15); field boundary; existing rural district boundary except for minor departures to coincide with field boundaries; straight line to stone on existing rural district boundary at Cocket Hill; straight line to trigonometrical station, grid reference 165292; straight line to field boundary, grid reference 166301; field boundary; straight line to corner of field boundary; field boundaries; curtilage of chapel and obliquely across road A.479; curtilage of dwelling and field boundary; south-easterly side of farm road; field boundaries; straight line across Y Grib to junction of existing parish boundaries (Map No. 17).

MAP NO. 17

- A - B Straight line from field boundary (Map No. 16) crossing existing parish boundary north of Pen y Manllwyn to the junction of existing parish boundaries, grid reference 219326; existing parish boundary; straight line to junction of existing parish boundaries at The Tump; existing parish boundary to Pen y Beacon; straight line to boundary stone on English/Welsh boundary.

MAP NO. 18

- A - B Straight line from south-western corner of Glas Fynydd forest (Map No. 9) to Well at Bylchau Blaen-Clydach; straight line to cairn on Mynydd Myddfai, grid reference 800285; straight line to trigonometrical station, grid reference 806297; straight line crossing Y Pigwn to field boundary, grid reference 831315; field boundaries; centre of stream; existing parish boundary; centre of Nant Tresglen; existing parish boundary except for minor departure to coincide with centre of stream; centre of Nant Tresglen.

MAP NO. 19

- A - B Centre of Nant Tresglen; field boundaries; eastern side of road; existing rural district boundary.
 B - C Existing county boundary except for minor departures to coincide with field boundaries.
 C - D Field boundary.
 D - E Existing county boundary except for minor departures to coincide with field boundaries.

MAP NO. 20

- A - B Existing county boundary.

MAP NO. 21

- A - B Existing county boundary except for minor departure to coincide with centre of Afon Tywi.
 B - C Straight line to point on existing parish boundary at grid reference 796676 (Map No. 22).

MAP NO. 22

- A - B Straight line from existing county boundary (Map No. 21) to point on existing parish boundary, grid reference 796676; straight line to point on existing parish boundary, grid reference 782693; straight line to trigonometrical station, grid reference 787699; straight line to corner of field boundary; field boundary; centre of Nant Gau; existing rural district boundary except for departures to coincide with the centre of the main channel of the Afon Ystwyth.

MAP NO. 23

- A - B Field boundaries; existing rural district boundary; existing parish boundary; southerly side of road and directly crossing A.485; south side of road; south-western side of railway; centre of Nant Cleirch; centre of main channel of the Afon Ystwyth; existing parish boundary; existing rural district boundary except for departures to coincide with the centre of the main channel of the Afon Ystwyth.

MAP NO. 24

- A - B Straight line from low water mark of ordinary tides to field boundary; field boundaries and directly crossing road A.487; field boundaries; existing rural district boundary; field boundaries; northern side of road and obliquely crossing road; field boundaries; centre of Afon Peris; field boundaries; straight line to junction of rural district and parish boundaries at grid reference 596650; existing parish boundary except for minor departure to coincide with field boundary; field boundaries and directly crossing road; northern side of road; field boundaries and obliquely crossing road; field boundaries and eastern side of road; straight line to trigonometrical station at Hafod Ithel, grid reference 610677; straight line to corner of field boundaries, grid reference 614682; field boundaries.

MAP NO. 25

- A - B Existing rural district boundary except for minor departures to coincide with centre of main channel of the Afon Artro; eastern side of railway; existing rural district boundary except for minor departure to coincide with eastern side of railway; eastern side of railway; field boundaries and obliquely crossing the A.496 road; field boundaries; southern side of road; field boundaries; existing rural district boundary except for minor departure to coincide with field boundaries.
- B - C Southern edge of reservoir.
- C - D Existing rural district boundary.
- D - E Centre of Afon Cwmnantcol.
- E - F Existing rural district boundary except for minor departures to coincide with centre of Afon Cwmnantcol.

MAP NO. 26

- A - B Existing rural district boundary except for minor departures to coincide with centre of Afon Cwmnantcol; field boundaries; existing rural district boundary except for minor departures to coincide with centre of Afon Gau and Afon Eden.

MAP NO. 27

- A - B Existing rural district boundary except for minor departures to coincide with centre of Afon Wnion and Afon Ty-cerrig.

MAP NO. 28

- A - B Existing rural district boundary except for minor departures to coincide with centre of stream.
- B - C Existing county boundary.
- C - D North-western boundary of forestry area.
- D - E Existing county boundary.

MAP NO. 29

- A - B Existing county boundary.
- B - C Existing county boundary.
- C - D Field boundary.
- D - E Existing county boundary.
- E - F Field boundary and continued in a straight line to boundary stone on road B.4391.
- F - G Existing county boundary.
- B - H Existing rural district boundary.

MAP NO. 30

- A - B Existing county boundary.
- B - C Existing parish boundary.

MAP NO. 31

- A - B Existing parish boundary; field boundaries; southern side of road and crossing to eastern side of road; field boundaries; southern side of track; field boundaries; western side of track; field boundaries; existing rural district boundary to the English/Welsh boundary at grid reference 229331.

MAP NO. 32

- A - B Existing rural district boundary except for minor departures to coincide with centre of river Dee, Nant Gwastadedd, northern side of road and field boundaries; straight line across Mynydd Mynyllod to easterly corner of Llwyn y Braich-Du; field boundaries and directly across road A.494; field boundaries and directly crossing road; field boundaries.

- B - C Existing county boundary except for minor departures to coincide with field boundaries.
C - D Centre of streams.

MAP NO. 33

- A - B Watercourse; field boundaries; watercourse.
B - C Existing county boundary.
C - D Centre of Afon Ceir.
D - E Existing county boundary.
E - F Field boundaries; watercourse; centre of the Merddwr; existing parish boundary except for minor departures to coincide with centre of Afon Llaethog; straight line to trigonometrical station at grid reference 917540; straight line to corner of field boundary, grid reference 916550.

MAP NO. 34

- A - B Straight line from corner of field boundary, grid reference 916550 to Cottage Bridge; existing rural district boundary; straight line to gate-post on existing parish boundary at grid reference 921575; existing parish boundary except for minor departures to coincide with field boundaries; field boundary on western side of road and crossing road to follow existing parish boundary except for minor departures to coincide with field boundaries; centre of Afon Uchaf; centre of Nant y Fleiddiaid; centre of Afon Deunant.

MAP NO. 35

- A - B Centre of Afon Duenant; centre of Afon Aled; existing parish boundary except for minor departures to coincide with centre of river Elwy; field boundaries; existing parish boundary except for minor departures to coincide with field boundaries; straight line to south-western corner of War Department land; boundary fence of Kinnel Park.

MAP NO. 36

- A - B Boundary fence of Kinnel Park and obliquely crossing the Abergele Road (A.55); field boundaries; reens.
B - C Existing county boundary.
C - D Centre line of the main channel of the river Clwyd to low water mark of ordinary tides.

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Local Government Commission for Wales

REPORT AND PROPOSALS FOR
WALES

*Presented to the Minister of Housing and Local Government
December, 1962*



LONDON
HER MAJESTY'S STATIONERY OFFICE
1963

The Rt. Hon. Sir Keith Joseph, Bart., M.P.,
Minister of Housing and Local Government
and Minister for Welsh Affairs.

Sir,

On behalf of the Local Government Commission for Wales I have the honour to submit herewith our report and proposals for local government reorganisation in Wales.

You will be aware that we felt it necessary in our Draft Proposals to deal with Wales as a whole and not by review areas as we had at first intended. We have followed the same pattern in the Final Proposals which we now submit.

Our proposals are unanimous except on one point in regard to which one of our members has felt it necessary to enter a reservation.

I have the honour to be,

Sir,

Your obedient servant,

GUILDHAUME MYRDDIN-EVANS
(*Chairman*)

10th December, 1962.

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Maps

Map accompanying the Report

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*Definitive Maps at a Scale of 1/25,000, or about 2½ inches to one
mile, separately published by Her Majesty's Stationery Office
(price 2s. 6d. each net)*

1. County Borough of Cardiff. Proposed Alteration of Boundary.
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